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The Education Crisis and Human Resources Development for a New, Non-Racial and Democratic South Africa

United Nations

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(Papers submitted to the Follow-up Conference on International Educational Assistance to Disadvantaged South Africans New York, 8-9 September 1992)

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Introduction

The international community has long recognized the need to provide educational assistance to the victims of apartheid. Major efforts have, in the past, been directed towards granting assistance for training abroad to South Africans who have suffered from repression. However, recent political developments that have given rise to cautious optimism for a new, non-racial democratic South Africa have brought to the fore the urgency and dimension of the education crisis in South Africa and made it possible to channel assistance towards the disadvantaged inside the country—the marginalized youth, the "lost" generation, Black civil servants, teachers, trainers, entrepreneurs, managers, women, to name a few. The empowerment of these citizens through education and training is indispensable to a stable and viable new South Africa.

To help focus world attention on the issue and to provide a forum for consultations and coordination, the United Nations convened two major conferences on the subject. The International Conference on the Educational Needs of the Victims of Apartheid in South Africa was organized jointly by the United Nations Special Committee against Apartheid and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in cooperation with the United Nations Educational and Training Programme for Southern Africa (UNETPSA). It was held in UNESCO House in Paris, from 25 to 27 June 1991.

In accordance with General Assembly resolution 46/80 (December 1991), a Follow-up Conference on International Educational Assistance to Disadvantaged South Africans was organized by UNETPSA, in cooperation with its Advisory Committee and with the full financial support of the Special Committee against Apartheid, at United Nations Headquarters in New York from 8 to 9 September 1992.

These two Conferences brought together, on the one hand, South African educators, academicians, community and business leaders, and on the other, major donor countries, bilateral and inter-governmental programmes, organizations and programmes providing assistance to disadvantaged South Africans, international experts on education as well as relevant United Nations agencies (a) to discuss priority areas of education and training needs as part of a sustained programme of human resource development; (b) to find ways and means to address these needs; and (c) to examine possible mechanisms of coordination and cooperation among assistance programmes. The proceedings of both Conferences were published in reports by the Special Committee against Apartheid (A/AC.115/L.678) and the Secretary-General (A/47/513).

The papers and presentations reproduced in this booklet were part of the documentation of the Follow-up Conference and cover a wide range of critical issues on the current education crisis and human resources development in South Africa.

They provide insights on the needs and priorities of the South Africans while they forge ahead to reconstruct a just, equitable and democratic society. As such, they will be valuable to those agencies and individuals concerned committed to providing educational assistance to disadvantaged South Africans at this critical hour of need.

I. Message

from Mr. Boutros Boutros-Ghali, Secretary-General of the United Nations (at the opening session)

Let me first of all extend to all of you a warm welcome to the United Nations.

It is a pleasure for me at this meeting, to thank the representatives of donor and host countries, and scholarship agencies and non-governmental organizations for their commendable and sustained efforts to provide educational assistance to disadvantaged South Africans through various programmes and projects.

The importance of the consultations you are about to undertake cannot be overemphasized, given the current realities in South Africa and the urgency of the problems South African people face.

Socio-economic inequalities, deeply rooted in decades of apartheid, continue to plague the majority of the South African people. These inequalities together with persistent political violence endanger peaceful negotiations in South Africa and have serious implications for the safety and welfare of the majority of South Africans. As you know, the United Nations system is actively engaged in promoting the peace process in South Africa.

I have recently submitted a report to the Security Council following a fact-finding mission to South Africa by my Special Representative, Mr. Cyrus Vance. The report contains recommendations aiming at ending the violence and at facilitating the resumption of the negotiation process. I have also dispatched, at the request of the President of ANC, Mr. Nelson Mandela, and with the concurrence of the South African Government, a special mission to observe the mass action campaign.

It is very encouraging that the level of violence during the mass action has been lower than had been feared. It is my hope that negotiations between all parties concerned may soon resume and that South Africa will make, at long last, a determined move towards a peaceful transition to a non-racial democracy.

A new, democratic and non-racial South Africa will have to deal urgently with major social and economic inequities, especially in the field of education. Education, as is well known, is at the very core of sustained economic and social development. As there is no development without respect for human rights, likewise respect for human rights is unlikely to take a real hold without development. It is equally clear that there can be no broad-based development without education.

Appropriate education and training programmes will not only provide technical and professional skills necessary for the national economy of South Africa but will empower all citizens of the country to know their rights and to be able to claim them and to carry out their civic responsibilities in a non-racial constitutional democracy.

It stands to reason that it is the responsibility of South Africans themselves to formulate the educational policies and strategies for the development of South African human resources. We know that South Africans recently have been vigorously engaged in a nation-wide debate, beginning with the Mandela Education Delegation, engaging in direct negotiations with the State over the entire education crisis, through the Joint Working Group on Education and the National Education Conference of March 1992. I am sure that this Conference will greatly benefit from the views of South African organizations and experts present here.

This Conference intends to afford an opportunity for donor countries, implementing agencies, foundations and others to exchange views on how best to complement South African efforts aimed at bridging the huge educational and occupational discrepancies within South Africa. The United Nations stands ready, subject to availability of resources, to play its full part in providing assistance during the transitional period and beyond.

The future role of the United Nations system in addressing economic and social inequalities in South Africa was the focus of a United Nations seminar, held in Windhoek last May. This seminar clearly demonstrated the concern of the international community in helping to address the huge social and economic inequities confronting South Africa.

The United Nations Educational and Training Programme for Southern Africa, for its part, has been rendering educational assistance to disadvantaged South Africans since 1967. Since December 1991, under the terms of General Assembly Resolution 46/80, it has embarked on a number of Programmes and projects inside South Africa. I am confident that the programmes will increasingly contribute to human resources development for a non-racial, democratic and united South Africa and thus help in addressing the legacy of apartheid.

In closing, I wish you success in your deliberations and express the hope that the people of South Africa will find the courage and strength to move beyond what has so tragically divided them and to work together towards the ultimate goal of creating an enlightened, new, non-racial and democratic South Africa, which will do credit to itself, to Africa and to the world.

II. Statement

by H. E. Mr. Martin Huslid (Norway), Chairman of the Conference and of the Advisory Committee on the United Nations Educational and Training Programme for Southern Africa (at the opening session)

In my capacity as Chairman of the Advisory Committee on the United Nations Educational and Training Programme for Southern Africa (UNETPSA), I am very pleased to welcome you all to United Nations Headquarters and to this important conference. This meeting, as you know, is a follow-up to the International Conference on the Educational Needs of the Victims of Apartheid in South Africa, held in Paris last June. It affords us the opportunity, through broad-based consultations, to try to ascertain the priority needs in the area of human resources development in South Africa for the transition period to a post-apartheid society and to discuss the policies and strategies whereby the international community can best mobilize, coordinate and deliver education and training assistance for disadvantaged South Africans to help meet those needs. I am happy to be participating with you in what I am sure will be a very fruitful and productive exchange of information and ideas on these important issues over the next two days.

...

We know that, as a result of apartheid, acute shortages of skilled personnel exist in many key areas, including management, accountancy, information technology, engineering and scientific professions, and that the Black representation in these occupations is often insignificant or even non-existent.

We also know that possibilities for young Blacks to obtain university degrees or diplomas in South Africa today are very difficult indeed. I understand that currently only 3 out of 1,000 Blacks hold such degrees or diplomas in South Africa. Concomitant with these difficulties and shortages is the Black urban unemployment rate which I have seen analysts evaluate at somewhere between 25 and 45 per cent. We can only agree that this is a rather dismal situation, a situation which I would think is not unrelated to the outbreaks of violence which we have witnessed.

Against this background, it seems clear that priority must be given to the development and implementation of a human resource strategy which is particularly aimed at effectively redressing the growing disparities between the country's needs and its resources in terms of skilled Black personnel. This will undoubtedly constitute a major challenge for South Africa both during the transition period and beyond. This huge task will have to be tackled primarily by the South Africans themselves. It is up to them to define the overall purpose of education, the nature of the problems, the methods by which to tackle them and the strategy to achieve the goals. The international community, on its part, can, however, play an important role in providing support through technical cooperation and additional resources to help meet the priority needs of the transition period and also the requirements of a more long-term policy of investment in education and training.

...

I hope that donor countries, implementing agencies and educational institutions in South Africa will be able to arrive at a practical understanding, not only in terms of optimizing the limited resources that are available, but also in terms of the mechanics of consultations and cooperation in the future. And to be quite frank: I hope this Conference could be instrumental in stimulating additional resources from donors to the acute educational needs of disadvantaged South Africans—also through UNETPSA.

...

For almost 25 years, the United Nations Educational and Training Programme for Southern Africa has provided thousands of young South Africans with opportunities for education, which would otherwise have been denied to them because of the imposition of the system of apartheid in their country. The programme has trained not only scientists, engineers, lawyers, computer experts, doctors and dentists, but also managers and specialists in political science or international relations. During the past academic year, 1,278 students were studying under its sponsorship, 925 of whom were from South Africa and 343 from Namibia.

In response to the changing circumstances in South Africa, the General Assembly adopted its resolution 46/80 on 13 December 1991 by which it authorized the Programme to begin providing assistance inside the country itself. This significant and welcome step marked the first time, since the inception of the Programme in 1967, that students could receive scholarships for study at institutions within South Africa as well as abroad. This opens the way for a much broader and more economic utilization of our limited resources.

In this connection, the Programme has acted promptly, allocating approximately $3 million, or about 41 per cent of the total projected budget of $7.1 million, for the 1992/93 academic year for education and training programmes in the country itself. Through close cooperation and co-sponsorship arrangements with non-racial education programmes in South Africa, UNETPSA envisages providing scholarship assistance for 497 students for individual study in priority fields during the 1992/93 academic year.

Although UNETPSA is obviously happy that its programme can be carried out directly inside the country, it will have to continue to allocate some funds to meet the needs that exist for educational opportunities abroad in high-technology and other highly specialized fields in which adequate training is unavailable at institutions within South Africa. The Programme will also maintain its emphasis on institution-building through a further expansion of its programme, particularly aimed at the strengthening of the capacities of historically Black universities and other institutions of higher learning in the country which are making particular efforts to help young Black South Africans. In the present stage of development in South Africa, I would think that this is certainly not the least important part of our work.

The broad-based development of South Africa's key asset, that of its human resources, will be one of the major challenges to be faced by the people of South Africa as they work together to build a non-racial and democratic society. The international community, through its programmes of assistance, has helped equip many—but still far too few—disadvantaged South African men and women with the skills needed to enable them to occupy positions which will be crucial to creating a new South Africa. We know that the needs for the provision of education and training opportunities remain very great and will remain so for a considerable time to come. It is my hope, therefore, that the suggestions and recommendations expressed in the course of this Conference will assist the organizations and foundations present, and also those which were unable to join us, to move forward with our South African human resource development partners, in a coordinated and concerted manner, so as to optimize the impact that our assistance programmes will have in the crucial task of building a more just and equitable society in South Africa with equal opportunities for all.

III. A proposition for a national strategic framework for education in South Africa

by John Samuel*

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Presentation to the Follow-up Conference on International Educational Assistance to Disadvantaged South Africans

In 1991, we met in Paris to talk about the educational situation in South Africa and the potential role for international educational assistance. The meeting was characterized by a sense of cautious optimism against the backdrop of the initiation of political change in South Africa. Part of the caution was tinged by the fact that the apartheid system still remained intact and the educational system continued to be plagued by a series of crises. We were also informed about political attempts to intervene in the resolution of the immediate educational crisis. A broad-fronted education delegation, convened by the President of the African National Congress, Nelson Mandela, met with the State President to place on the national agenda the resolution of the educational crisis. After six months of negotiations and discussions, the education delegation decided to pull out of the discussions, primarily due to failure of delivery by the Government on basic essentials. Despite this failure, we still believe that the Government needs to be engaged and to accept its responsibility in resolving the educational crisis.

It would have been nice to say, as we meet now in September 1992, that progress has been made and that our cautious optimism has been transformed to sustained optimism. Regretfully, this is not so, as you are all aware that events during a major portion of 1991 and the first half of 1992 have demonstrated the challenges we face in continuing to wage the political struggle to create a democratic and non-racial South Africa. While the Convention for a Democratic South Africa (CODESA) represented a move in the right direction, it also illustrated many of the constraints that could arise from a position where negotiations alone attempt to resolve such deep rooted problems as we face in South Africa. Violence and State-induced instability still continue. Various surrogates of the South African State continue to intensify the violence and, in particular, direct it towards the liberation movements. The impact of this situation on schools and other educational institutions is manifested by the ongoing nature of the educational crisis. It is also manifested in the breakdown of the culture of learning in many schools, the lack of discipline, the absence of teaching and a general state of anarchy in many educational institutions. There has been a woeful lack of effort by the South African Government to address the education crisis. Instead it spends a great deal of its energy in attempting to locate the cause of the problems elsewhere. Parents, communities, as well as student, teacher, and political organizations are either singularly or collectively blamed for the educational crisis. In fact, it has become fashionable for the Government to emphasize the symptoms of the educational crisis at the expense of recognizing the cause, namely, apartheid education.

However, despite this negative scenario and breakdown of some of our educational institutions, all is not negative in the educational arena. There have been various positive developments that seek to intervene, both in the short term and in the long term, in the educational situation. In March 1992 a collection of political, student, teacher and educational organizations, and trade unions, etc. convened a National Education Conference with the following objectives:

1. Development of a declaration of the broad principles, norms and values that should underpin a future educational system;
2. Development and implementation of a code of conduct with regard to the culture of learning;
3. Development of joint strategies and campaigns to address the education crisis; and
4. Development of mechanisms for constructing a new educational system and for dealing with education in the transition period.

The Conference was characterized by a broad-based unity across a range of political and other actors as well as a commitment to actively intervene in the resolution of the educational crisis. A Post Conference Working Group was set up and given the mandate to develop ways and means of implementing the four objectives of the conference. The Working Group has developed a strategy around these objectives and a key aspect of this strategy will relate to engaging both State and Capital in the resolution of the educational crisis. A strategy of engagement would have to be located in the simultaneous development of an educational forum and an effective education campaign that would not only support the strategy of engagement but also ensure maximum participation, involvement, accountability, report back, etc., of the engagement process itself. The need for the constituent members and their constituencies to regularly review and assess this strategy of engagement would constitute an essential aspect of this development. Appropriate mechanisms of reporting back, consultation and accountability are to be developed as an integral part of the strategy.

To guide the initiation and development of the education forum, the following operating principles were identified:

1. The forum should have binding powers and not operate as an advisory body. A forum that would have the characteristics of either a joint working group or a round table notion must be avoided. There must be agreement that all parties at the educational forum would bind themselves to implement decisions that affect them.
2. There should be no agreement that would have the consequence of co-management or joint responsibility for resolving the education crisis. The State must continue to discharge its obligations in regard to the adequate provision and delivery of education.

3. The workings and proceedings of the education forum should be public with the emphasis on transparency and accountability. It is essential that the work of the education forum be brought into the public arena to ensure accountability as well as develop maximum support for the process.
4. In order to ensure that the binding nature of the education forum is realized, the establishment of an independent monitoring body would be critical. The composition, functions, levels and distribution of such a monitoring mechanism would be decided upon by the forum.
5. The forum should operate within a specified time-frame in relation to specified objectives and outcomes.

The following principles and values should at all times inform our working in the education forum:

1. Schooling should not be disrupted;
2. Activities should aim to involve the broad mass of people, especially parents and workers;
3. In order to avoid disruption and to ensure broad participation, activities should in general be scheduled for lunchtimes, weekends, etc.; and
4. Campaigns should not only focus on boycotts, demonstrations, etc. but should also include activities such as educational rallies and fairs, that is, the positive aspects of education should be stressed.

The following principles and values should at all times inform our working in the education forum:

1. A democratic, unitary non-racial, non-sexist system of education;
2. The State has the central responsibility for the provision of education and training;
3. A nationally determined framework should ensure that employers observe their fundamental obligation for the provision of educational resources;
4. Education and training policy and practice shall be governed by the principle of democracy, ensuring the active participation of various interest groups, in particular teachers, parents, workers and students;
5. All people (children, youth and adults) shall have access to education;
6. There shall be special emphasis on the redress of educational inequalities among historically disadvantaged sectors of society, particularly youth, the disabled, adults, women, the unemployed, rural communities and Black people in general;
7. There shall be mechanisms to ensure horizontal and vertical mobility and flexibility of access between general formative, technical, industrial and adult education and training in the formal and non-formal sectors;
8. There shall be nationally determined standards for accreditation and certification for formal and non-formal education and training, with due recognition of prior learning and experience;
9. Education shall aim at the development of a national democratic culture, with an accommodation of diversity which does not conflict with other key principles;
10. The provision of education and training shall be linked to the development of human resources within national development aimed at the restructuring of the economy, redistribution and the democratization of society;
11. The education process shall encourage national peace, justice and stability; and
12. Education shall be based upon the principles of cooperation, critical thinking, civic responsibility, and shall empower individuals for participation in all aspects of society.

In addition to this important national initiative, other initiatives directed towards policy formulation and development, large-scale intervention in the reconstruction of the schooling system and massive private sector interest and involvement have also been undertaken. Included in these are such initiatives as the National Education Policy Initiative, the Joint Education Trust—a joint venture between business, political, trade union and education organizations. These initiatives are supported by growing concern in the general community about the state of the educational crisis, by deep parental concern about the future of their children and by a more extensive organizational involvement in attempts to resolve the education crisis. There seems to be general consensus on the need for further educational development and the central role that education will play in the future economic development of South Africa. Yet, there also seems to be a lack of forward movement in resolving these problems. The initiative by the National Education Conference to set up the educational forum represents one step that, hopefully, will clear the log-jam in this area. Clearly what we need in South Africa is a national framework and a set of guidelines that would inform both a short-term strategy and a more medium- to long-term one. This presentation should be seen as a contribution to the process of developing such an educational strategy and framework.

While all of this background information and analysis help us to understand the context of what is happening in the educational sphere, it is also important for us to understand what is going on in the schools and classrooms. While many areas still continue with schooling, there are major centres, particularly in urban areas, where the schooling process to all intents and purposes has broken down. The characteristics of the crisis have been described in detail in many reports and documents. What I would want to emphasize is that while the crisis is large in scope and nature, it extends throughout all levels of the system. In recent years we have witnessed a major impact of the crisis in the tertiary sector of the education system, par-

ticularly in those institutions that were created as part of the grand apartheid design of education. Having successfully destroyed the framework of apartheid in some of these institutions, they now find themselves the inheritors of financial and other disadvantages.

The central issue before this conference is how do we as South Africans define the role and scope of international assistance in both the resolution of the crisis and the sustained development of the democratic educational system. Let me say right at the outset that the international community and funders cannot be expected to resolve the crisis for us. Both in its scope, size and nature it requires the combined energy and resources of the State and the community of South Africa. Therefore, the ultimate resolution will depend on such factors as State resources, private sector involvement, participation by mass-based organizations and education sector organizations, etc. This, however, should not indicate that there is no role for international assistance in the resolution of this crisis. While a great deal of effort and energy has been devoted to policy research, policy analysis and other forms of educational research, we sadly lack an educational strategy that would enable us to reconstruct the educational system in South Africa. The need for such a national strategy is not only urgent but is central to our immediate needs. Such a national strategy will define priorities, articulate guidelines and develop a set of principles that would inform both short- to medium-term intervention. This is critical because the tension between the realization of short- to medium-term intervention and long-term objectives is very often difficult to reconcile. However, if we want not only to bring about change, but to do so in a fundamental fashion, we will have to constantly reconcile the short-term strategy with the long-term objectives. In his keynote address to the National Education Conference, Professor Jakes Gerwel captured the strategic importance of this point: "the politics of negotiation has resulted in the liberation movement no longer being able to argue that social and institutional changes will follow only after seizure of state power. We can no longer advance that argument. Instead, two stages of change are now envisaged; first, a transition or interim stage primarily geared to negotiations; and secondly, a stage under a democratically elected government, whose task it will be to define and implement long-term programmes of social transformation in a democratic South Africa. At the interim or transitional stage, the crucial issues being negotiated relate to the political terms of the transition and to the mechanisms through which a new constitution will be established. At the same time, multiple negotiations are under way concerning the reform of conditions and institutions in various spheres of society—housing and local government, education, health, and so on. In the area of education, the opening of negotiations has placed on the agenda urgent issues concerning the expansion and improvement of educational provision, particularly in the schools, and the training and skilling of Black people for roles relevant to the immediate needs of the reform process."[1]

The three key pillars of a short-term interventionist strategy should be:

1. The continued political process of engaging the State;
2. The development of capacity that would enable maximum participation and adequate preparation to govern a democratic South Africa; and
3. The identification of priority areas for intervention.

In addition, a short-term interventionist strategy must be multi-pronged. The need to continue to engage the State in the political process is to ensure that greater financial equalization can occur through the reallocation of State resources and that the process of unilaterally restructuring education should be halted. Furthermore, there is the need to develop a national framework to establish areas of priority that has support and a broad base of consensus.

In addition, intervention should occur at all levels and there should be maximum utilization of resources emphasizing the need for greater coordination and networking. Although a short-term interventionist strategy relates to limited objectives, it is important that we keep in mind the socio-political framework in which we locate this strategy. This would include such factors as equity, equality, access, targeting constituencies of greatest need such as youth, women, and rural areas and building a democratic educational system.

The training and development of capacity to plan and implement the new educational system, responsive both to short-term critical needs and medium- to long-term development, is not only an issue of prime urgency but a fundamental factor that would enable us to resolve the education crisis and to sustain the future development of the system. Not only is the existing bureaucratic capacity in the educational system inadequate, inefficient and incompetent, it is significantly biased, both in terms of race and gender (see annex I).

In addition to the racial and gender bias, the areas of greatest need and the very centres of priority and development—homelands, rural areas, informal urban settlements and township schools—are the least provided for in terms of capacity. The need for capacity building to enable educational development to be sustained and also to enable policy decisions to be effective has been recognized in many parts of the world. The Capacity Building Initiative described the impact of capacity building in the following manner: "Effective policy analysis depends on the ability to identify and measure the impact of various economic options to assess trade-offs, and to present well-thought-out choices in a well-prepared manner to policy makers and managers. Policy researchers need special abilities to analyze and synthesize; to weigh various alternatives for solving complex problems under conditions of uncertainty, competing interests, and limited time; to explain persuasively and clearly to policy managers the strengths and weaknesses

of various options and to recommend a specific course of action in keeping with the economic and socio-political realities of the country. Persuasive policy advice must be founded on technical competence, but it also requires insight into practical political and bureaucratic options, creativity and imagination, and effective communication skills.

The counterpart of effective policy formulation, based on sound policy analysis, is well-managed implementation. But it should be recognized that the skills of the manager differ somewhat from those of the policy analyst. The manager may be a minister or deputy minister, permanent secretary, department director, senior civil servant, or the head of a parastatal. As well as a sound understanding of economic principles, these managers need to apply their knowledge in their particular political, bureaucratic, social and cultural environments. This requires political sensitivity and skills in public administration, communication (oral and written), task management, personnel selection, time management, consensus building, and negotiating techniques."[2]

We see educational capacity building as not confining itself to the formal State school system but including the servicing of such educational sectors as adult basic education, tertiary level education and preschool education. The launching of such a capacity building exercise needs to be two-pronged. On the one hand we need to address immediately the training needs of the existing bureaucracy. The reason for this is that it would not be possible in the short space of time to replace the entire bureaucracy, neither would this be desirable or good government. While undoubtedly a small number of die-hard apologists for the apartheid system will continue within the bureaucracy, the reskilling and reorientation of the existing bureaucracy must be a priority if we are to implement the kinds of changes that will result in a democratic education system. Equally urgent, we need to develop a new cadre of senior educational planners, policy analysts, administrators, etc. who would constitute a critical mass in the educational administration system at all three levels—that is, central, regional and local. The launching of a national training initiative for educators is not only possible but also feasible. The framework and guiding principles for such an initiative would include the following:

1. Training and capacity building must address the issues of inequality, access, gender and race imbalance. These factors must constantly be kept in the forefront of any capacity building initiative precisely because there is the constant danger of continuing to reinforce patterns of old power under new structures;
2. The development of curriculum and courses of study should include certain core modules common to all study programmes, e.g., orientation to a changing South Africa, crisis management, human resources development, preparation to govern, liaising with people, dealing with politicians, developing a democratic tradition, etc.;
3. The need to emphasize technical skills, policy tools, educational technology, etc. must be integrated into any such development. We are but eight years away from the 21st century and we need to master the technology so that our political and social objectives can be realized;
4. There should be transferability of work and course credit;
5. A system of national accreditation;
6. Recognition of practical work and experience in appropriate educational fields; and
7. Openness and flexibility.

The framework for such a capacity building initiative would utilize all existing resources, particularly such institutions as universities, technikons, teacher's colleges and private training institutes. The regional location of such initiatives would be important as they would best contribute to greater equity. It would be important for coordination of efforts to occur both at the regional and at the national level through structures such as the joint planning committees, steering committees, etc. The prime function of coordination should be to move away from control towards strategic planning and thinking. Such structures could develop strategies that would cover the following: needs; training courses; training experience; follow-up and evaluation; ongoing coordination; targets and outcomes; resources; joint proposal presentations; and development of further appropriate criteria for the framework.

The launching of such a national training initiative has a number of distinct advantages. The initiative will allow funders to focus their limited financial resources and capacity in an area of maximum impact. Simply getting more textbooks and building more schools, important as they are, is not enough to resolve our educational problems. We need capacity to plan and to develop strategies that would address deep-rooted social inequalities, innovative approaches to large-scale problems and creative solutions to educational issues that will test the best of us. Further, an initiative of this sort does not fundamentally depart from a central commitment to develop capacity. This commitment has been articulated over and over again in the multiplicity of reports produced by funders and international agencies. The launching of such a training scheme enables us to seize the initiative and in doing so produce visible and tangible results that would have a major impact on the quality and delivery of educational services.

Finally, such an initiative would support, strengthen and sustain other educational gains such as extended impact of State financial resources.

In dealing with this example in such detail, I wanted to illustrate not only the viability but also the potential for impact. There are two other areas of priority that I would like to single out in which similar approaches could be adopted. The first being early childhood development and the second, adult basic education with emphasis on youth, education and training. In its educational policy guidelines ANC acknowledges a demo-

cratic government's responsibility for providing one year of preschool education. Against the background of the ravages of apartheid in our communities this is clearly not enough. We need a massive investment in the area of early childhood development. International evidence clearly supports such a major national investment and, in the South African context, such an investment could represent a major redistributive mechanism for equalizing opportunity. Again, like the formal schooling system, it would not be possible for international assistance to make available the huge resources required to address this issue. However, an approach along these lines as proposed in the capacity building strategy could be adopted. The issue of early childhood development cannot be viewed in isolation or as a single activity of preschool. There is a host of factors that are needed to contribute to the reconstruction of our communities and the family as a central unit in this process. Research and pilot programmes into ways and means of achieving this, so that maximum benefit would accrue to both child and family, would be an essential priority.

Demographers tell us that, by the year 2000, 50 per cent of our population will be under the age of 16. Clearly, existing educational systems will only be able to meet some of the needs of such a young population. We need to address in the long term innovative and creative solutions for dealing with the issue of continuing education. But immediately, we need to address the needs of large numbers of young people who are out of the school system. Not all of these people require necessarily formal education. Ken Hartshorne in his book "Crisis and Challenge" identifies three categories of young people in need of educational and training provision. There are those who have had no or very limited education. There are those who have had some basic education, at most five years of inadequate schooling, and then there are those who have had some form of secondary education. Such a complex constituency requires a multiplicity of educational and training solutions. As a national priority we need to address this issue.

A framework for looking at this could include such factors as:

1. Piloting courses and assessing their ability to reach large audiences;
2. Following up on supporting mechanisms such as loan banks and ongoing training;
3. Integrating training into the mainstream economy so as not to marginalize constituencies that are already marginalized;
4. Emphasizing community reconstruction needs and appropriate training to meet such needs as well as the development of real career options in this area;
5. Emphasizing rural training and education in response to local needs; and
6. Formulating appropriate strategies that would meet the specific needs of women—both out of school and out of work.

The approach and strategic framework that I am proposing will clearly not be achieved overnight. Neither will one organization or association be able to undertake the task. However, when faced with a task as huge and complex as ours without a strategic framework is to proceed foolishly and blindly.

In addition, it is important to note that I have used the above sectors as examples, not as a full description of the strategic framework. If I were to describe such a national strategic framework, a matrix would have the following dimensions: a) different levels of educational need (education is a continuing process and we need to define needs on such a continuum); b) complementary programme approaches; and c) programme characteristics and guidelines (see annex II).

The key reason for establishing a strategic framework is to assist us to overcome the narrow, ad hoc, fragmented and uncoordinated planning, thinking and implementation of educational programmes.

We certainly have spent a vast amount of time, energy and resources on some of the educational problems and, even under these constrained circumstances, the impact has been minimal at best. Having a national strategic framework will assist in locating the gaps, detect the failures, anticipate the growth and/or problems. It would also assist the international donor community in deciding where their efforts are best located for impact and effect in the overall context of the national strategic framework.

None of what I have described in this presentation is particularly new. A review of various reports would support this position. However, we are not saying it with a new voice—part of this discourse involves meaningful dialogue with funders where our voice is listened to and taken seriously. Over the last two years or so we have been subject to a multiplicity of conferences, specialist visits, parachutist consultants and experts and an infinite number of reports and studies. It would seem that each donor foundation and agency is determined to produce its own set of reports that essentially says the same thing and arrives at basically the same conclusions. I have daily coming across my desk a large number of these reports, not to mention the queues of consultants, specialists, experts waiting and wanting to tell us how to get all of this right. Before I sound too negative, let me counterbalance this. There certainly have been some studies and consultants who have been both productive and helpful. This has been possible because we have insisted that a particular way of operating in the current context and in the future be developed. We have urged the following factors to be taken seriously by any agency wanting to undertake a study or report on South Africa:

1. Due notification of brief, purpose, people involved, outcomes, etc. of proposed study;
2. Active dialogue with key actors in South Africa;

3. Understanding of both what is going on in the area of study and what has already gone on in South Africa; and
4. Utilization of South African counterparts and expertise.

This last point needs emphasis because it not only provides training to South Africans but also enables the external consultants to develop quick sensitivities to the local situation. The questions we need to ask ourselves are: Do we need so many reports on education? Do we need to repeat sector analysis, area studies, specialized topics? There can be no doubt that greater donor coordination is urgently required in this area so as to enable us to get on with our lives but also to enable us to derive maximum benefit from the expenditure on such resources. In a recent article written by Joel Samoff, prepared for the Education Division of the Swedish International Development Authority, he raises a number of instructive issues. In this study, which is based on the Namibian experience, Samoff reviews and assesses five educational reports that deal with teacher training, educational systems and national literacy. His conclusions are both insightful and instructive and I would like to quote extensively from Samoff's final recommendation:

> "Education and educators in Namibia must address several tasks simultaneously. Access to schooling under South African rule, especially to the higher levels, was sorely limited. One immediate task, therefore, is to expand that access rapidly. That access was also rationed unequally to Namibia's different communities. A second task is to reduce those inequalities, not by finding the lowest common denominator but by eliminating discrimination and improving quality simultaneously.
>
> "Restricted access limited the pool of people with advanced training and specialized expertise. A third task is to expand rapidly the number of people with higher level skills, not only to assume senior responsibilities across the country and society but also to staff the institutions of higher education and educate succeeding generations.
>
> "The schooling that was available under the old order was not only limited—it was also dated and stunted. Its themes, its orientation, and its practices were little influenced by recent research and its findings. Its curriculum continued to emphasize perspectives and understandings that had long since been discredited and discarded in most of the rest of the world. Even under the older standards, Namibian education fell far short. A fourth task, then, is to raise the quality of education in conventional terms.
>
> "But that is not enough. The older standards are even less appropriate in Namibia than they are in the North Atlantic. Teacher centred instruction constrains rather than nurtures students' sense of curiosity and exploration. The excitement of learning that is so clearly visible in young children is effectively suppressed by years of memorization, drill, and recall. The discovery, observation, comparison, analysis, understanding that could be fueled by the intrinsic rewards and punishments for their management. Like curiosity, experimentation, and critique, innovation is devalued and discouraged. In addition to their negative consequences for learning, authoritarian classrooms contribute little to preparing young people to participate as adults in a democratic society. Bureaucratic administration stifles local initiative. The parents and other adults who could enrich the learning process become instead its passive observers. Where education planning and decision-making could foster the development of the skills of community self-management, instead communities become the objects rather than the subjects of the political process.
>
> "If schools are to be the beacons and engines of development, it is not sufficient to focus on the mastery of specified texts, even updated texts, and raising examination scores. If young people are to become self-reliant, self-confident innovators, it is not enough to increase the number of teachers who are expected to rely on mass memorization and to value authority and obedience over learning and autonomy. If their graduates are to bear the responsibility for organizing and managing a democratic society, it is counter-productive to discourage participation in education decision-making, both within and outside the classroom. If schools are to play a role in fostering national integration and a sense of national purpose, they must go beyond training farmers, technicians and managers. They must as well enable young people to develop the competence and self-confidence needed to rediscover their culture, rewrite their history, and revise their sense of self and society.
>
> "Perhaps the greatest challenge is to avoid aiming too low. Over the long term, a failure of conception will prove far more detrimental and costly than a failure of implementation. Too little attention to "What is to be done?" will eventually undermine all the effort directed toward "How to do it?" Or, to put that positively, planning in the present must pay as much attention to the conception as to the implementation. Unfortunately, the main thrust of the studies reviewed here moves in the opposite direction."[3]

As our country struggles through crisis after crisis, more than ever do we need vision and strategic thinking and effective implementation. The hopes and expectations of this generation and the future rest with us.

There can be very little doubt about the role of education and training in all this. Each day that we waste and wait adds to the crisis. Now is the time for us to seize the initiative and begin the process of reconstruction in education as a matter of national priority. The national strategic framework described in this presentation is offered in this context. Let us discuss but not delay.

Notes

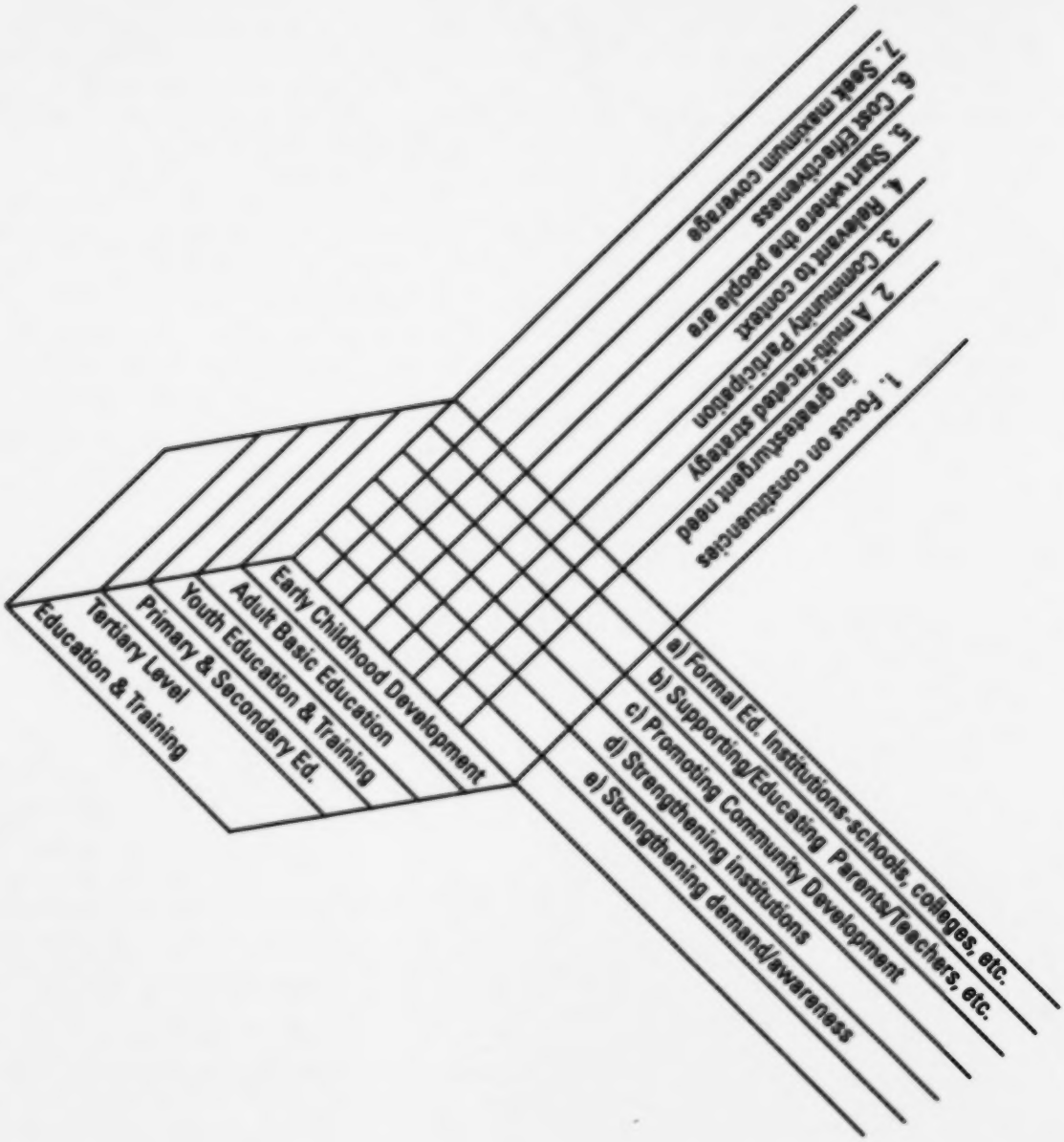
[1] *Back to Learning*, National Education Conference, 1992—SACHED/Raven, Johannesburg.
[2] *The African Capacity Building Initiative*. World Bank, Washington, D.C., 1991, p.6.
[3] "Advisers and their advice: a review of recent major studies of education in Namibia". Joel Samoff, 1992.

Annex I

Size of senior management cadre of public sector
(With racial and gender breakdown)

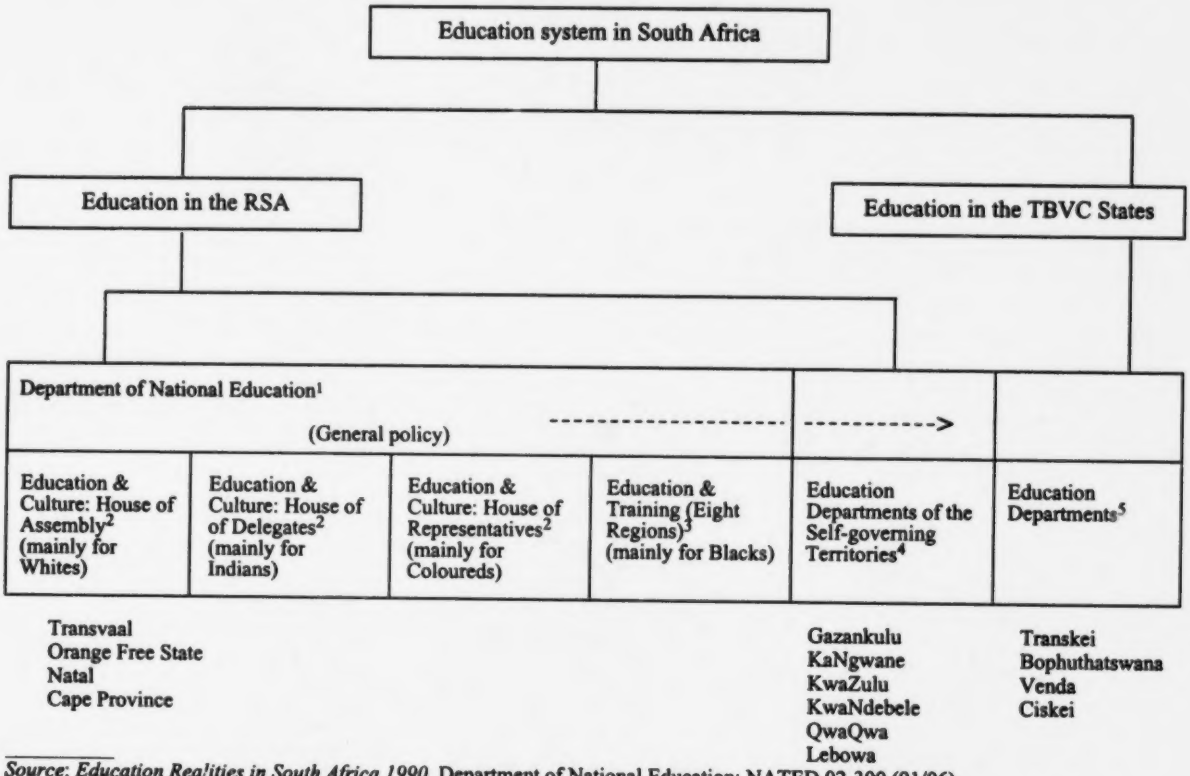
			White	Coloured	Indian	Black
Director general	Male		197	1	1	2
Deputy-DG or	Female		0	0	0	1
equivalent	Total	202	197	1	1	3
Ambassador,	Male		10	0	0	0
Commissioner-	Female		1	0	0	0
General, etc.	Total	11	11	0	0	0
President,	Male		16	15	0	8
Chairman of a	Female		0	0	0	0
council or commission	Total	39	16	15	0	8
Director or	Male		4 434	17	21	52
equivalent	Female		119	2	6	6
	Total	4 657	4 553	19	27	58
Executive official	Male		224	0	0	6
(control level)	Female		63	0	0	0
	Total	293	287	0	0	6
Town clerk	Male		621	3	5	9
Treasurer	Female		102	0	0	1
	Total	741	723	3	5	10
Government	Male		1 139	9	16	108
administrator	Female		38	0	3	2
& related managerial	Total	1 315	1 177	9	19	110
Grand total		7 258	6 964	47	52	195

Source: Central Statistical Services, 1989 Manpower Survey.



Annex II
Educational developmental framework

Figure I



Source: *Education Realities in South Africa 1990,* Department of National Education: NATED 02-300 (91/06).

[1] The Minister of National Education is responsible for policy [Act 76 of 1984: Article 2 (1)] regarding formal, non-formal and informal education in the Republic of South Africa in respect of:

- Norms and standards for the financing of running and capital costs of education for all population groups;
- Salaries and conditions of employment of staff;
- The professional registration of teachers;
- Norms and standards for syllabuses and examination, and for certification of qualifications.

The Minister may therefore determine general policy only in respect of certain predefined matters and he must first consult with each Minister of a department or state responsible for education, as well as the South African Council for Education or with the Universities and Technikons Advisory Council and, in some cases, also with the Minister of Finance. In terms of Section 2 (4) of the Act, each Minister of a department of state responsible for education must execute the policy determined in accordance with Subsection 2(1), in so far as it applies to the population group for which he is responsible.

[2] The administration of education for Whites, Coloureds and Asians is considered to be an own affair and is managed by separate departments of education for each of these population groups.

[3] The Department of Education and Training administers the education of Blacks outside the Self-governing and Independent States.

[4] Six separate departments of education administer education for Blacks of the different ethnic groups in the Self-governing States.

[5] Four departments of education administer education for Blacks in the Independent States.

Table 1: Number of education institutions in South Africa (pre-primary institutions included) according to education departments and education sector for 1990

Department	Education Sector							Total
	Public Ordinary School Education	Special School Education	Private Ordinary School Education	Technical College Education	Teacher Training	Technikons	Universities	
Total	25,931	235	384	129	100	15	21	26,815
Education & Culture (House of Assembly)	3,324	89	254	70	16	8	11	3,772
Education & Culture (House of Delegates)	447	18	30	3	2	1	1	502
Education & Culture (House of Representatives)	2,010	60	17	14	13	1	1	2,116
Education & Training	7,719	44	61	22	15	1	4	7,866
Self-Governing Territories	6,194	11	22	20	27	1	—	6,275
TBVC States	6,237	13	N/A	N/A	27	3	4	6,284

N/A: Not available.
Source: *Education Realities in South Africa 1990*, Department of National Education: NATED 02-300 (91/06).

Table 2: Total government spending on education in South Africa, 1990/91

	Rand (BN)	Total (%)
Department of Education and Culture: House of Assembly (White)	5.9	37
Department of Education and Culture: House of Delegates (Indian)	0.9	6
Department of Education and Culture: House of Representatives (Coloured)	2.1	13
Department of Education and Training: (Blacks, Excl. Homelands)	2.8	18
Education Departments of Self-governing Territories	2.6	16
Education Departments Transkei, Bophuthatswana, Venda and Ciskei (through voted for RSA Ministry of Foreign Affairs)	1.6	10
	15.9	100

Source: Not available.

Table 3: Per capita government expenditure for college/school education (excluding private ordinary schools) according to department for 1986-1991

Department	Per capita expenditure (Rand)					
	1986	1987	1988	1989	1990	1991
Ed. & Culture (House of Assembly)	2746	2972	3322	3555	4087	4504
Ed. & Culture (House of Delegates)	1952	2134	2273	2607	3055	3625
Ed. & Culture (House of Reps)	1330	1602	1719	2127	2406	2853
Ed. & Training	610	770	832	929	1194	1532
Self-governing Territories	347	494	542	647	794	909

Source: Edusource (Personal communication, Dr. Visser, Dept. of National Education, 5/05/92).

Table 4: Teacher/pupil ratios 1991

	Primary	Secondary
Department of Education and Training	41:1	36:1
Gazankulu	43:1	34:1
KaNgwane	40:1	36:1
KwaNdebele	39:1	37:1
KwaZulu	54:1	41:1
Lebowa	40:1	34:1
QwaQwa	34:1	31:1
House of Assembly (White)	22:1	16:1
House of Delegates (Indian)*	23:1	16:1
House of Representatives (Coloured)*	25:1	19:1

* Figures are for 1990.
Source: Hansard No. 3, 10 February 1992; Questions Col. 56.

Table 5: Teacher qualifications according to population group, 1990

Population Group	School state	Without professional qualification	With professional qualification	Total
Blacks	Primary	19,819	105,659	125,478
	Secondary	5,112	59,651	64,763
	Total	24,931	165,310	190,241
Whites	Primary	—	—	53,101
	Secondary			
	Total			
Coloureds	Primary	921	23,150	24,071
	Secondary	650	11,633	12,283
	Total	1,571	34,783	36,354
Asians	Primary	61	5,872	5,933
	Secondary	115	5,474	5,589
	Total	176	11,346	11,522

Source: Du Pisani, T. et al., "Education and Manpower Development 1990", No. 11, Research Institute for Education Planning, University of the Orange Free State.

Table 6: African school leavers in South Africa (including the 10 "homelands"): 1990

Level of Education	Pupil outflow	Outflow per standard as proportion of total outflow	Enrolment	Outflow as proportion of enrolment
SUB A	207,100	25.4%	1,218,606	15.4%
SUB B	45,200	5.5%	912,509	11.5%
STD 1	49,900	6.1%	855,495	10.8%
STD 2	33,100	4.1%	750,461	9.5%
STD 3	56,500	6.9%	726,409	9.2%
STD 4	46,000	5.6%	624,530	7.9%
STD 5	34,500	4.2%	562,356	7.1%
STD 6	65,700	8.1%	563,568	7.1%
STD 7	47,900	5.9%	467,129	5.9%
STD 8	43,100	5.3%	383,286	4.8%
STD 9	42,600	5.2%	319,197	4.0%
STD 10[a]	49,100	6.0%	270,724	3.4%
STD 10[b]	93,862	11.5%	270,721	3.4%
Total	814,562	100.0%	7,924,991	100.0%

[a] No pass.
[b] Pass.
Source: *Survey of Race Relations in South Africa 1991/2*, South African Institute of Race Relations.

Table 7: Standard 10 examination results: 1981 to 1991

	African	Coloured	Indian	White	Total
1981					
Candidate	57,529	9,269	5,986	52,507	125,291
Pass	29,023	5,279	4,995 (83%)	49,342 (94%)	88,639 (71%)
Matric	6,803	1,384	2,086 (35%)	24,469 (47%)	34,742 (28%)
1986					
Candidate	100,012	17,624	11,406	64,327	193,369
Pass	51,610 (52%)	11,919 (68%)	9,929 (87%)	59,915 (93%)	133,373 (69%)
Matric	13,460 (13%)	2,707 (15%)	3,787 (33%)	28,071 (44%)	48,025 (25%)
1990					
Candidate	255,498	22,315	14,542	68,097	360,452
Pass	93,862 (37%)	17,721 (79%)	13,815 (95%)	65,255 (96%)	190,653 (53%)
Matric	21,025 (8%)	4,487 (20%)	6,614 (45%)	27,986 (41%)	60,112 (17%)
1991					
Candidate	306,480	22,405	14,258	65,933	409,076
Pass	120,528 (39%)	18,557 (83%)	13,558 (95%)	63,504 (96%)	216,147 (53%)
Matric	30,989 (10%)	4,911 (22%)	7,062 (50%)	27,356 (42%)	70,318 (17%)

NB: Pass rates include those obtaining a Standard 10 certificate as well as those obtaining matriculation exemption.
Source: 1. Du Pisani, T. et al., "Education and Manpower Development 1990," No. 11, Research Institute for Education Planning, University of the Orange Free State.
2. *Fast Facts*, No. 1, February 1991, South African Institute of Race Relations.

Table 8: Number per thousand of population in the RSA studying at universities and technikons according to population group for 1989

Population Group	Number (per thousand) Universities	Technikons
Whites	31	10
Indians	20	6
Coloured	6	2
Blacks	4	0.5

Source: *Education Realities in South Africa 1990*, Dept. of National Education: NATED 02-300 (91/06).

Table 9: University and technikon enrolment by race: 1980-1990

Universities

Year	African	Coloured	Indian	White	Total
1980[a]	18,289	7,762	11,551	114,744	152,346
1981[a]	19,185	8,250	11,590	115,043	154,068
1982	23,376	8,816	12,274	114,368	158,834
1983	28,480	9,511	13,395	121,727	173,113
1984	34,745	11,010	14,871	125,613	186,239
1985	42,992	12,917	17,305	138,724	211,938
1986	52,936	12,850	18,390	149,449	233,625
1987	64,388	15,676	19,118	151,061	250,243
1988	74,697	18,000	19,639	155,272	267,608
1989	91,462	18,968	19,179	156,737	286,346
1990[b]	100,632	218,869	18,124	153,846	291,471

Technikons

Year	African	Coloured	Indian	White	Total
1980[a]	545	1,983	4,198	40,180	46,906
1981[a]	762	2,120	4,217	39,790	46,889
1982	1,141	2,188	3,055	40,977	47,361
1983	1,394	2,394	2,961	45,645	52,394
1984	1,657	2,595	3,298	48,228	55,778
1985	1,604	2,765	3,680	51,069	59,118
1986	3,146	811	3,467	36,062	43,486
1987	3,941	6,386	4,570	41,545	56,442
1988	6,911	4,447	4,742	44,132	60,232
1989	9,654	5,444	5,558	47,662	68,318
1990[b]	16,823	6,942	5,865	53,818	83,448

[a] Including the Ciskei.
[b] Including the Venda.

Source: *Survey of Race Relations in South Africa 1991/92*, South African Institute of Race Relations.

Table 10: University student enrolment by faculty, 1982-1989

Faculty	1982	1983	1984	1985	1986	1987	1988	1989
Arts Number	67,626	73,081	76,280	N/A	85,797	76,926	121,678	88,531
% of total	44	44	42	N/A	39	47	49	50
Commerce Number	27,857	30,434	31,759	N/A	38,798	27,379	34,961	30,736
% of total	18	18	17	N/A	18	17	14	17
Education Number	15,161	20,150	24,656	N/A	38,741	17,886	31,115	19,510
% of total	10	12	14	N/A	18	11	13	11
Medicine Number	16,098	17,262	18,055	N/A	20,147	12,837	19,711	12,655
% of total	11	10	10	N/A	9	8	8	7
Science and engineering Number	25,821	25,195	31,629	N/A	34,220	30,230	39,985	26,054
% of total	17	15	17	N/A	16	18	16	15
Total	152,563	166,122	182,379	N/A	217,703	165,258	247,450	177,486

Source: *Survey of Race Relations in South Africa 1991/92*, South African Institute of Race Relations.

Table 11: Permanent staff (as percentage of total) in post-secondary education institutions by population group in 1991 only

	Instruction/research staff	Admin. staff	Service Staff	Total
White	76	69	3	50
Indian	4	6	3	4
Coloured	5	11	20	12
Black	15	14	75	34
Total number	16,754	15,550	15,093	47,397

Source: NATED 02-214, August 1991.

IV. Training needs for South Africa in transition*

by

the Economic Development Institute of the World Bank

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* This paper is an abridged version of the report prepared by the Economic Development Institute (EDI) of the World Bank in association with the United Nations Development Programme (UNDP) and the Commonwealth Secretariat in April 1992.

I. Introduction

During the International Monetary Fund (IMF)/World Bank annnual meetings in Bangkok in October 1991, the Government of South Africa invited the World Bank to proceed to design and deliver an Economic Development Institute (EDI) training programme in South Africa. In December 1991, Mr. Nelson Mandela met with Mr. Lewis Preston in Washington, and extended the same invitation on behalf of the African National Congress of South Africa (ANC). As a consequence, EDI, in association with the United Nations Development Programme (UNDP) and the Commonwealth Secretariat, identified training needs in a post-apartheid South Africa as well as potential training deliverers, during a mission from 17 January until 1 February 1992.

Consideration of possible training initiatives must be firmly grounded in analysis of the unfolding political context in South Africa. A transition has clearly begun, though its path and outcome remain unclear. The apartheid State is in the process of being replaced by an interim government, challenging international donors to find means of supporting development without relying on a formal partnership with the current authorities. Donors must explicitly design programmes that encourage change toward the goal of democracy. In terms of process, international agencies must engage in inclusive consultations with a wide spectrum of actors, including the State, ANC, the Pan Africanist Congress of Azania (PAC), other political groups and the private sector. Such consultations are essential for avoiding any impression that external agents are seeking to predetermine the outcome of the transition, acting unilaterally or competing with each other in a divisive manner.

In addition to remaining politically sensitive, international agencies must focus their efforts on redressing the backlog of social needs created by apartheid. Helping to build the capacity of local institutions, including universities, non-governmental organizations, civic associations, national and local interim government structures and unions, will play a central role in the transition, *inter alia*, by reinforcing a strong civil society and by integrating returned exiles. Such institutions will also provide the expertise and staffing of a future democratic State. The needs in this area can be addressed through both short-term training during 1992 and longer-term training throughout the years of transition. Even if this transition should falter, efforts at supporting institutional and personal development remain vital.

Planning for the provision of training is currently focused on a number of areas, including national and local public administration, the non-governmental-organizations (NGO) sector, trade unions and the private sector. Training for the formal public sector, including the schools and military, is not addressed in this report.

The current mission has focused much of its attention on the area of training for a future civil service. At present, 0.5 per cent of the 3,000 jobs in the top five income categories of the civil service are held by Africans, underlining the need for training Blacks to fill such positions in the future. The Commonwealth has therefore proposed a 3.6-million-pound training initiative to prepare 600 Blacks for top public administration jobs. There is also a pressing need to train the current civil service, which finds itself both ill-equipped for change and unable to provide such basic services as electricity, water, sewage and refuse collection. Training in this area, as discussed below, should focus on the emerging interim structures which bring together current civil servants and previously excluded community structures. Working through these structures, such as the Witwatersrand Metropolitan Chamber, will help to ensure that training is directed at those likely to hold future government positions.

The NGOs and community organizations will also play a vital role in the transition and in the future dispensation. These groups currently provide services to the community, are deeply engaged in local negotiations and are likely to be the source of much of the future public administration. They also provide an essential channel of popular participation which helps to ensure a vital and democratic civil society. At present, the NGO sector is severely stretched by demands in great need of training for capacity-building. More than 10,000 NGOs operate in the country, but fewer than 30 service and training organizations currently exist to meet the needs of this sector. The Commonwealth has estimated the need for 1,000 short courses targeted at this sector, at an estimated cost of 1.6 million pounds.

Finally, the future vitality of South Africa depends on a vibrant private economic sector which encourages both entrepreneurship and worker participation. This goal requires training for employment and for trade unions, as has developed in recent years. Further training is essential to overcome the current unemployment of more than 6.3 million, to help integrate the more than 3.5 million working in the informal sector and to help strengthen unions. The Commonwealth Expert Group estimates the immediate need for 1,000 short training courses for unionists, at a cost of 1.45 million pounds.[1]

II. Terms of reference

The mission's terms of reference had four main objectives. The first objective was to identify training needs in a post-apartheid South Africa (including the transitional period), with particular reference to the broad areas of macroeconomic management and public administration. Areas of training needs to be included were:

- economic policy analysis and policy formulation;
- local government, including investment analysis, project analysis, project management, infrastructure management, sectoral services management, etc.
- non-governmental and community organizations;
- private sector management, including small-scale entrepreneurial development, trade unions and key professional positions.

The second objective was to identify suitable training institutions, organizations and individuals that can provide the needed in-country training.

The third objective was to develop a tentative schedule for training activities covering the period up to 30 June 1994.

The fourth objective was to design the organizational and administrative framework for the training.

The mission was led by Mr. Alexander H. ter Weele, EDI Deputy Director, and had the following members: Messrs. Frans Lenglet (Project Coordinator, EDI, World Bank); Rukudzo Murapa (Botswana Project Manager, EDI, World Bank); Saleh Ayoub (Consultant, World Bank); Anthony Marx (Consultant, UNDP); and Esau Chiviya (Consultant, Commonwealth Secretariat). In South Africa the mission liaised closely with Mr. Timothy Sheehy of the European Community. The mission's composition reflected the recognition that extensive work in identifying training needs and designing appropriate strategies had already been done by various groups, including the European Community, the Commonwealth Secretariat, the International Labour Organisation (ILO) and UNDP.

In performing its tasks, the mission contacted and held discussions with key extra-parliamentary political organizations (such as ANC, PAC, Azanian People's Organization (AZAPO)); civic organizations; civic leaders; municipal chambers; local government authorities; national government departments; universities and university departments; bilateral and multilateral aid agencies; non-governmental agencies; labour and employer organizations; and other relevant organizations and individuals.

III. Training needs and training providers

The following sections give a general overview of the training needs for the transitional period, and of the institutions that either provide or could be involved in providing the training required. The training needs are categorized in three main sectors: (a) the public sector, against the background of its changing function and position; (b) the large sector of non-governmental and community organizations; and (c) the private sector, particularly the area of labour relations and employment.

A. Public sector training

Annex I presents a general picture of common public sector training needs and client organizations.

The public sector institutions are confronted with a large number of conflicting demands and pressures. As instruments of the State (including provincial and homeland administrations), they have lost much legitimacy and credibility among the majority of the population. Moreover, with the disappearance of the apartheid laws, the *raison d'être* of many of these institutions has disappeared, but the void has not been filled, let alone that personal attitudes and beliefs have changed. It is generally acknowledged that the regulatory and law enforcement functions of public institutions should be replaced by developmental functions: creating and maintaining the right legal, physical and social environment for developmental processes to work. At the same time, most of the managerial positions in public administration organizations are occupied by White (mostly Afrikaner) civil servants. As such they represent a considerable force in the present political negotiations for a new South Africa. Civil servant associations are likely to resist attempts at placing Blacks, who do not have the "correct" educational, experience and seniority qualifications, in positions of authority and responsibility. "Affirmative action" and/or "lateral promotion" are being discussed, but cannot yet be acted upon.

Traditionally most middle- and higher-level civil servants are recruited from among the graduates of the (mostly Afrikaans speaking) universities. Until now, specialized schools of public administration have not existed. In-service training, which is required to be eligible for promotion, is organized by the Department for Administration. At this moment, this Department, as well as the predominantly White Civil Servant Association, are not involved in the discussion about the requirements for a new public administration. This discussion has been initiated by the New Public Administration Initiative, which groups a significant proportion of a younger generation of university-based researchers and lecturers. At the same time, a number of universities, both historically White (English and Afrikaans) and historically Coloured and Black, are taking steps toward establishing public administration schools that will offer postgraduate courses aimed at creating a corps of development management specialists and administrators. The number of graduates from these new programmes will be too small to make a serious dent in the need for Black civil servants in the near future. However, these and other initiatives at a number of universities should be involved in any

programme designed to cater to the immediate training needs during the transitional period.

As indicated, Whites occupy the large majority of the middle-level and higher positions in the civil service. Therefore, there is a massive need for training Blacks to fill such positions in the future. Trainees for these positions will come from within the existing organizations at the national, regional (provincial and homeland) and local (municipal, township) levels; at the same time, because much of the present public administration is discredited and because many Blacks within the present system lack the right educational qualifications, additional trainees will need to be recruited from extra-parliamentary groups, civic and non-governmental organizations.[2] The most practical and fair approach is that all organizations with interest in particular training being offered should be invited to future training courses. In consultation with these potential client organizations, entry qualifications and other relevant criteria should be made explicit. In selecting trainees, these criteria should be adhered to if the participants are to benefit from the training programme.

The limited time of the mission did not allow for the collection of detailed information on the number of potential trainees. However, the recent Commonwealth Expert Group Report provides some useful figures. These are reproduced as annex II. A precise profile for each group of trainees should be determined in connection with the design of each particular training course. One can assume that they are likely to be a mixture of those in existing positions in central, provincial and local government and those "in waiting" from political groupings, civic organizations and NGOs. They are likely to be both policy advisers (senior managers) and policy implementers (middle-level managers and technical specialists). Teaching and research staff at universities, especially the disadvantaged historically Black universities and technikons, should also be considered.

During the transitional period, training will have to be short-term, focusing on (i) orienting and sensitizing participants to the issues and possible policies and approaches, (ii) inculcating specific knowledge and understanding and (iii) transferring technical skills. Annex C shows at what level each type of training is appropriate. This will not be the degree type of training which will assume increasing importance after the transitional phase.

B. Non-governmental and community organization training

The voluntary sector is currently pressed to meet multiple demands, ranging from engagement in local-level negotiations to immediate delivery of basic services. NGOs are also widely expected to provide much of the personnel and experience for a future democratic State. These demands and expectations are at present stretching the voluntary groups, which are experiencing difficulties both of growth and of a transition in their focus from the protest and struggle of the 1980s to the developmental needs of the 1990s. Training to build the institutional capacity of NGOs and community organizations is therefore essential.

Discussions with NGOs and service organizations have revealed considerable consensus as to the content of training needed in the voluntary sector, with an overarching focus on organizational skills and strategic planning. Demands for training can be categorized into four broad areas. First is the need for the basic skills of accounting and budgeting. Second is the area of project planning, analysis and evaluation. Training in the organizational skills of starting an NGO, fund-raising, staffing, governance, legal requirements and implementation is also often requested. Finally, more theoretical training in development, gender roles and comparative international experience is also often requested.

Despite some disagreement over methodology, consulted agencies have generally agreed on the need for relatively short courses in the subjects described above. Training groups in this area therefore often encourage trainees to move back and forth between work and training, and provide ongoing consultations after the end of formal courses. Training providers disagree on whether arrangements should be made with NGOs or with individuals. Some argue that training programmes should be designed for and with organizations, responding to overall needs. Others argue that training should be provided to all, regardless of current affiliation, so as to be as inclusive as possible. These groups often also argue that individual trainees must be offered certification, to ensure their own future advancement. But even those training groups which prefer to work with individuals agree that trainees must be encouraged to remain in contact and to return to their voluntary organizations after training.

The more difficult issue is how to determine who should be trained in the voluntary sector. Since this sector often does not offer formal employment, trainees need not be assured of employment and the potential audience is therefore unlimited. However, most NGOs and service groups agree that trainees are best selected in consultation with the relevant NGO. In addition, ANC has offered to request nominations for training from NGOs should a national programme of such training be initiated.

Efforts to increase the provision of training for NGOs will have to build upon the experience of current training providers, several of which are based in Johannesburg. One such is the Community Based Development Programme (CBDP) founded by David Adler, formerly of the South African Committee for Higher Education (SACHED) Trust, and currently administered by Frank Meintjes, formerly of the Congress of South African Trade Unions (COSATU). CBDP currently offers a six-month course on accounting, finance and staffing which is open to the staff of member organizations and which includes a two-month break in mid-course during which participants return to their organizations. Up to 40

trainees participate in this course each year. CBDP also offers specialized "in house" courses for member organizations. The Development Resources Centre, founded by former Ford Foundation staff member David Bonbright, provides information and contacts on request, a computer link-up for NGOs, and short courses on issues such as fund-raising, governance, evaluation and affirmative action, which are open to the public. The Leadership Institute offers week-long public workshops on strategic planning, fund-raising and leadership. Field staff follow up with former course participants once these participants have returned to their organizations.

Several NGO trainers are based in Cape Town. The Community Development Resource Association (CDRA) works closely with client organizations to plan a training programme, which often includes enrolment of staff in four week-long modules over a 10-month period. Subjects covered in these modules include organizational dynamics, basic skills, theories of development, organization and planning. CDRA is also planning a six-month residential course. The Centre for Adult and Continuing Education at the University of the Western Cape offers a two-year part-time course which includes weekly meetings at one of 15 study centres and regular lectures at the University, leading to a certificate. The Centre also offers a higher-level diploma course and various short courses. At the University of Cape Town, the Community Adult Education and the Workplace Learning Programmes both offer year-long courses on organization skills, meeting once every week.

In addition to existing programmes, only a few of which are described above, growing interest in NGO training has spurred a number of new initiatives. PLANACT is currently preparing to bring nine interns from NGOs to work in PLANACT's offices each year. PLANACT has also requested proposals for additional training for community organizations. One of these proposals has been submitted by the SACHED Trust's Khanya college, which hopes to add a training programme for community organizers to its existing bridging programme for students seeking entry into universities. SACHED is also planning a basic course for adult education, to train community organizers in the skills of learning theory, evaluation, curriculum and materials development. These skills can then be applied to specific educational campaigns, for instance, to teach communities about democratic participation or adult literacy. This programme is being led by Khetsi Lehoko, formerly COSATU's Education Secretary.

Finally, training for NGOs has thus far remained underdeveloped in at least two key areas of growing interest. Few providers of training have focused on rural NGOs, and at present the National Land Committee is seeking to coordinate the development of such programmes. Similarly, the National Committee for Children's Rights is currently seeking to survey the needs and plan for training of NGOs interested in issues of gender equity and children's rights. The United Nations Children's Fund (UNICEF) is assisting in this effort.

C. Private sector: labour and employment training

The South African labour market is highly segmented. Race and gender discrimination is still found in nearly every workplace, whether in the public or private sector. Whereas a consensus exists that the situation ought to be redressed as quickly as possible, there is no nationwide concept of how wider groups of the population can be trained and integrated in the future labour market of a non-racial and democratic South Africa. Barriers which prevent these groups from access to training and jobs still exist and new ones are being introduced, consciously or unconsciously. No doubt, the defects of the past de jure, and the present de facto, segregation in education and training are the most serious hurdles that have yet to be overcome.

The present structure of the Department of Manpower is still typical of an apartheid social order. Middle-level and higher posts are virtually all occupied by Whites, while other groups of the population occupy the lower echelons of the bureaucracy. For example, out of a total of 140 factory inspectors, 11 are non-Whites and, out of those, two are Africans. There is not a single non-White who occupies a position at the level of director and above. Possibilities for promotion for non-Whites to such positions are extremely limited. Such a structure is ill-equipped to meet the needs of a transitional and post-transitional South Africa. While parallel structures in extra-parliamentary groupings exist from which people who can occupy positions in a new administration can be drawn, these people need to be trained to prepare them for their new roles. Training at two different levels is urgently needed. The first is for those who are expected to occupy policy-making positions in a future administration. The numbers involved in such training are relatively low. Training could therefore be organized both in the country and overseas. ILO institutions such as the International Institute for Labour Studies in Geneva, the International Centre for Advanced Technical and Vocational Training in Turin (the ILO Turin Centre) and the African Regional Labour Administration Centre in Harare have the capacity to provide the required training both within and outside the country. Nevertheless, it is important to rely on local capacities and experiences from within South Africa in organizing such courses. Some of the universities, such as the Universities of the Western Cape, Durban Westville and Fort Hare, could be involved in that training.

The second level is functional training. Courses on such issues as employment services, vocational guidance and career counselling, manpower planning and training, labour relations and labour legislation, conditions of work and life, labour and factory inspection, workmen's compensation, vocational rehabilitation, the placement of disabled and unemployment insurance

are of high priority. The courses have to be as practical as possible to enable the trainees to acquaint themselves with the day-to-day work in those areas in which they will be involved. It is therefore crucial to provide the training within the country and to tailor the courses to reflect the conditions in South Africa. Functional training in the areas mentioned above is already provided by the Department of Manpower, but the contents of such courses are not suitable for trainees with an education which is much below that of the Whites. International institutions such as those of the ILO have extensive experience in designing appropriate courses and injecting them with an element of comparative experience.

(i) The private sector: The higher echelons in the private sector are also dominated by Whites. The majority of the other groups within the population occupy unskilled and semi-skilled jobs and only recently have they been filling skilled and first-level supervisory jobs. On the other hand, Whites are found in middle, senior and general management positions. According to the Black Management Forum (BMF), Africans occupy 2 per cent of the total managerial posts available in the private sector. Not more than 40 Africans sit on company boards of directors. Although private sector companies have their own training schemes, it is very difficult for Africans to overcome the hurdle of first-level supervisory jobs. The reason given is their relatively low level of education. Some companies have organized bridging courses to overcome this problem. However, the number of those who occupy middle and senior managerial positions remains minimal. Indeed, entry requirements are still too high and seem to be continually raised. Furthermore, the majority of companies do not allow, except in very exceptional cases, lateral entries in those jobs. Nevertheless, some larger corporations offer company funding for tertiary education (usually independent study through correspondence) to Black matriculants on "pass or pay back basis", placing these young people under undue pressure, which may explain their reluctance to enter these schemes.

The need for increased and appropriate managerial training is recognized by all concerned in South Africa. It is expected that once a transitional government is in power, the economy will expand and the demand for qualified manpower at all levels, particularly at managerial levels, will increase. Training opportunities catering to the large groups of population who were discriminated against by the apartheid system are at present scarce. There are certain Black institutions, such as BMF, the Association of Black Accountants and the National African Federated Chamber of Commerce and Industry (NAFCOC), which are involved in training activities. However, these institutions are limited in number and some of them are weak. A three-pronged approach is therefore required. The first is to restructure and strengthen the organizational and financial capacity of existing institutions. The second is to improve their training capacity through the training of trainers and through improving and developing their existing courses. Finally, linkages will have to be established with management development institutions and employers' organizations around the world to benefit from their experiences. The ILO Turin Centre has the capacity to provide assistance along the above lines.

Training in all managerial disciplines and levels is required. However, special emphasis has to be given to middle and senior management levels. Issues such as marketing, personnel management and labour relations, production management and financial management are of high priority in any management training scheme. Trainees designed for managerial positions in a transitional and post-apartheid South Africa could be recruited from extra-parliamentary groupings.

(ii) Entrepreneurship development: National statistics on unemployment are unreliable. They do not include Transkei, Bophuthatswana, Venda and Ciskei (the so-called TBVC states) which are treated as independent entities. While the National Manpower Commission estimates the unemployed in 1990 at between 1.0 and 1.5 million people, or 8 to 12 per cent of the labour force, the report of the Commonwealth Expert Group suggests that there is evidence that unemployment is likely to be in the order of 25 and 30 per cent of a total estimated labour force of 12.5 million (including TBVC). Unemployment and underemployment are highest among Africans, the majority of whom work in low-pay sectors such as agriculture and services. Entrepreneurship development, therefore, figures among the most important measures to combat unemployment.

While about 10,000 Africans own a business in the modern sector, the majority of small business activities operate within the informal sector of the economy. Many business owners in the modern sector lack certain managerial skills, while those operating in the informal sector lack both managerial and technical skills. A serious problem which small enterprises in both the modern and the informal sectors face is the unavailability of capital, although there are some banks, foreign agencies and domestic institutions which provide financial assistance. However, without training, capital can easily be wasted. The leading institutions which offer training opportunities are the South African Chamber of Business (SACOB), the Small Business Development Corporation (SBDC) and the South African Trade Organization (SAFTO). However, these organizations are controlled by Whites and, although they do not offer courses for other groups of the population, especially Africans, access to such training is limited because of the relatively high tuition fees they charge and the high level of education they require. Some offer bridging courses but high fees remain a serious impediment. Other institutions, such as BMF, NAFCOC and the Get Ahead Foundation, are possible

providers of training during the transitional and post-transitional period of a new South Africa. These institutions need to be strengthened before they can embark on large-scale training activities. This can be achieved through the training of trainers, which can be organized by international institutions, such as the ILO Turin Centre, in collaboration with certain business schools, such as the Business School of the University of Witwatersrand.

(iii) Trade unions: Trade unions, and specifically COSATU, are receiving extensive support from such international institutions as the Commonwealth Secretariat, the European Community (EC) and the International Confederation of Free Trade Unions (ICFTU) to build up their cadres through workers' education programmes. Much has been achieved so far, but more is still needed. Here again, the ILO's workers' education programme can be of help to the unions that require support to improve their training capacity.

IV. Training programmes

A large number of educational and training programmes as well as non-governmental and community organizations are engaged in formal and non-formal training in response to the needs previously identified. Given the magnitude and the nature of these needs, both for the immediate (transitional) period and for the longer term, training organizations and funding agencies from outside the country can play a significant role. They can act, and have already been acting, as providers of training for critical immediate needs. Usually this has been done, and should continue to be done, in close consultation with client organizations and existing domestic training providers. Outside agencies can also stimulate the provision of new kinds of training which have not yet received the attention they deserve. And they can assist in enhancing the exchange between the South African training sector and the training sector in the region and beyond, by providing the necessary technical and financial assistance, and enhancing the appropriateness and effectiveness of the training activities.

In this context, EDI proposes to implement a training programme in the period 1992-1994. In addition, there are a number of other possible training programmes, to be supported and/or implemented by other international agencies, such as UNDP, the Commonwealth Secretariat and ILO.

A. EDI training programme, 1992-1994

Taking into account the particular experience and comparative advantage of the World Bank, EDI proposes to conduct a South African training programme for the fiscal years 1992, 1993 and 1994 that responds to some of the priority training needs that have been identified in the previous chapters. The training programme will be organized and carried out in partnership with different groups of South African training institutions, and in close consultation with potential client organizations.

The goal of EDI's training programme is to reach a significant number of policy makers and senior and middle-level managers (or managers-to-be) who will occupy important positions during the transitional period and thereafter. Many of them have not been in a position to be exposed to up-to-date concepts and practices of (macro-) economic public policy analysis and management. Neither have many of them had the chance to learn from comparative experience in other countries. Through a specifically designed programme of relative short courses and seminars, EDI expects to contribute to strengthening the knowledge base of these persons, and thus to effective and efficient policy formulation and decision-making in a situation of major and difficult political and economic choices and trade-offs.

In addition to reaching significant, though relatively small, numbers of senior policy makers and managers directly, EDI expects its training programme also to contribute to the strengthening of local training capacity. Through its close collaboration with South African training institutions, and especially its substantial and immediate involvement in the initial training seminars, EDI expects its partner institutions to be able to enhance their own capacity for preparing and delivering new and innovative senior policy and management training programmes. In addition, after the initial seminars which will provide direct training to practitioners-to-be, EDI intends the subsequent seminars to be directed at practitioners and others who will act as instructors and trainers in a yet-to-be-developed wider programme of management training. Thus the EDI programme will have a multiplier effect, which is especially critical given the urgency and need for this kind of training in the transition period.

Fiscal Year 92: As a start of the programme and as a trial for future training activities, EDI proposes to offer one three-week seminar in June 1992 in project investment and management as it relates to local government. Participants would be drawn from the civic and community groups, local government authorities, district councils, political groups, etc., and would include those engaged in, and those with responsibilities related to, the process of change in the metropolitan and local government process. The intent would be to provide participants with increased ability (i) to select amongst alternative project proposals and project designs, especially those related to the provision of social services (e.g., housing, sewage disposal, garbage collection, electricity, primary schooling), and (ii) to manage the implementation of such projects more effectively. The seminar will be designed and delivered in partnership with a group of three universities: University of the Western Cape, University of Witwatersrand and University of Stellenbosch.

Fiscal Years 93 and 94: In these two fiscal years, EDI proposes a series of courses in (i) local government administration (including: project investment and management, financial management, provision of urban housing, expansion and improvement of primary education, etc.), (ii) economic management and (iii) policy issues. The size and the shape of the programme will depend in part on the experience of the first seminar (June 1992) and the availability of funds. It is planned that eight courses, with a maximum duration of six weeks each, will be offered in FY 93, and 16 courses in FY94.

The first FY93 course will be on economic management, and is likely to be conducted in October/November 1992. It will be prepared and delivered in partnership with three South African universities: University of Cape Town, University of Fort Hare and University of the Western Cape. Subsequent courses and seminars will build on these two initial courses and in addition will cover new topics. During the next months, EDI will consult with ANC, other client organizations and potential training-providing institutions to develop details of the training programme for FY93 and FY94.

B. Other training programmes

The EDI training programme forms only a small part of the massive effort required to respond to the training needs identified in this report. EDI can cater to only a small segment of the training need. It will only reach a limited number of potential trainees. Other training programmes, both for the short-term transitional period and for the long term, are required and are being developed. The European Community, the United States Agency for International Development (USAID) and other international and bilateral agencies have been and are supporting a large number of training exercises, delivered mostly through NGOs and existing educational institutions. The Commonwealth Secretariat and ANC have been organizing overseas and in-the-region training for the last five years. These and other agencies are also involved in strengthening the universities in preparing themselves for the new development role they are supposed to play.

In the previous pages there are ample clues for additional training efforts to be supported and/or executed by UNDP, ILO and other multilateral and bilateral funding and technical assistance agencies.

The Commonwealth Secretariat and the United Nations, jointly with other interested organizations, intend to schedule a Donors Conference on Training in South Africa for September 1992 in Harare. This seems to be the occasion to coordinate future training programmes and to exchange lessons learned about past training programmes.

V. Programme delivery and administration

In preparing and delivering its training programme, EDI will work in close collaboration with South African training institutions, particularly the universities. For each seminar or series of seminars on the same theme, EDI will invite a small number of representatives of the potential client organizations and the collaborating training institutions to Washington, D.C., in order to design the course. The actual course delivery will take place in South Africa. For the first two courses, EDI will assume the directorship, while a representative of the collaborating South African institutions will be the co-director. All local arrangements will be administered by the South African partner institutions. A significant part of the initial courses will be conducted by EDI staff. Other consultants will mostly be from within the country. It is expected that after the initial seminars, the training programme can be entirely administered by EDI's partner institutions in the country.

During FY92 and FY93, EDI will field one or more missions to follow up on what has been achieved so far. As soon as the World Bank will have established a South African Field Office, EDI will designate a person in that office to perform a liaison function between potential South African client organizations, South African training providers (in particular the universities) and EDI in Washington.

Notes

[1] Human Resource Development for a Post-Apartheid South Africa. Report of a Commonwealth Expert Group. London: Commonwealth Secretariat, 1991.

[2] Their listing in annex I is not exhaustive.

Annex I

Identified public sector training needs and client organizations

Training needs	Client organizations								
Identified training needs	Current civil service	Non-parliamentary groups	Local govt. authorities	Metropolitan chambers	CODESA	Universities	Trade unions	NGOs	Homeland admin.
Public finance		x	x	x	x				x
Public administration	x	x			x				x
Civil service reform	x	x			x				x
Orientation/ sensitization seminars on topical issues	x	x	x	x	x	x	x		x
Public policy-making		x	x		x				x
Macroeconomics		x							
Project investment/ analysis/ management		x	x					x	x
Small-scale business management		x	x					x	
Transport management		x							x
Computer training		x	x	x			x	x	
Skills training in the provision of electricity, water, housing, sewerage, education									
Seminars on civic responsibility			x	x				x	
Local govt. admin.			x	x					x
Local govt. financial management		x	x	x				x	
Urban dev. and mgmt.			x	x					x
Education policy and univ. admin.			x			x			x
Centralization v. decentralization			x	x	x	x	x		x
Policy analysis		x	x	x	x				x

Annex II

Number of trainees

Category	Number
1. Public administrators, high/senior level	600
2. Black professionals:	7,950
a. Middle-level public administrators	2,700
b. Engineers, information technologists, managers/accountants, key scientific posts	5,250
3. Trade unions	1,000
4. Teachers/educationists, schoolteachers, technicians, colleges, university lecturers and administrators	5,000
5. NGOs and community-based organizations	1,000
Total	15,550

V. Job placement, career guidance and counselling for post-apartheid South Africa

by

Mr. Tahir Salie*

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* Mr. Tahir Salie is currently Director of the Careers Research and Information Centre in Cape Town, South Africa.

An integrative approach to job placement requires an active process of linking education, training and employment initiatives in the formal and the non-formal sectors. Career guidance and counselling straddles the two sectors, and is potentially and strategically located to facilitate this process. This paper highlights some of the issues and concerns that need to be taken into account.

I. Broad aims

All career guidance systems share common sets of aims. These operate, in one direction, at the level of individual scholars and students seeking adequate and appropriate qualifications and skills for realistic employment opportunities, and, in another, at the social and systemic level of increasing the rationality of the relation between planned educational investment and the returns to an effective national workforce, thereby potentially contributing to national human resources development strategies that aim to equip South Africans with the necessary knowledge and skills to occupy positions which will be crucial to creating a new democratic political, economic and social order. The short- and long-term goals of human resources development and those services attached to it will be shaped by the present inequalities that exist in South African society.

II. Institutional position

Career guidance and counselling is situated, institutionally, between the more or less managed performance of the educational system and the greatly more volatile and unpredictable selective processes of the labour market. Its effectiveness and capacity is always dependent on the conditions operating in the two more powerful institutional fields—education and labour—which it attempts to link and rationalize to the benefit of all. In essence, it is the main mechanism that links education and training to employment.

A. Labour market

The segmentation of labour markets—particularly its racial character—has been one of the hallmarks of apartheid. In addition, labour markets in South Africa, as elsewhere, are segmented on the basis of class divisions, production systems and gender. In free-market economies, the labour market in the formal sector comprises three main segments—the independent primary, the subordinate primary, and the secondary. The main characteristics of each of these labour market segments in South Africa are summarized in the table below:

Characteristics of labour market segmentation in the formal sector in South Africa

Characteristics	Independent primary	Subordinate primary	Secondary
Job	Professional, semi-professional and skilled jobs	Union-organized, secure semi-skilled operative jobs	Unskilled, insecure and non-unionized jobs
Race	Mostly privileged Whites. A very small black middle class and managerial layer	Mostly COSATU-organized* Black operative workers. Some poor White workers	Mostly unskilled African workers
Gender	Mostly men. A minority of high-level positions occupied by White women	Mostly men. A small number of unionized Black women operative workers	A large minority of African women find themselves in the secondary market and informal sector

*COSATU—Congress of South African Trade Unions.

1. *Formal sector*

Employers in the primary labour market are mainly large corporations, both national and multinational, which dominate key areas of production, most notably manufacturing, utilities and financial services. The independent primary market comprises managerial, professional and technical jobs that offer reasonable job security, relatively high pay and opportunities for career and salary progression. Most of these jobs require post-secondary education and training. In South Africa the majority of employees in this particular labour market segments are White and male.

The subordinate primary labour market comprises mainly unskilled and semi-skilled unionized workers, employed in most cases by large corporations which have their own internal labour markets. The collective bargaining strength of these workers as opposed to those workers in secondary labour markets has meant that the wage and working conditions of primary labour markets workers are better than those in the secondary labour market segment. A large proportion of these workers are African and male.

The secondary labour market comprises mostly unskilled and non-unionized workers. The key feature of this market is that employment is predominantly of an unskilled nature and requires minimum levels of education and in-service training. Most enterprises are small and jobs are poorly paid with virtually no possibilities of job upgrading or career advancement. There is little job security and job turnover is high. Labour mobility between the secondary and primary segments is low. In South Africa, this market segment comprises at least half of the formal sector work-force, with African workers—and in particular women—being disproportionately represented.

2. *Informal sector*

The informal sector comprises another important labour market segment, with its own distinctive processes of income determination and skill formation. This sector grew rapidly during the 1980s. It is estimated that the informal economy employs one in four of the economically active Black population in South Africa. The type of economic activities characteristic of this sector include hawking, taxi-services, home-based crafts, brewing, small trading, laundry services, catering and domestic work. Pay and skills are low and most enterprises are survival-oriented. This scenario needs to be contrasted with research which suggests that informal sector workers make a significant contribution to the economy. According to the Central Statistical Services record, economic activity in this sector amounted to 16 billion South African rand or 8 per cent of the gross domestic product. However, the prospects for informal workers of finding jobs in the formal sector are minimal.

It is evident that labour market segmentation creates powerful barriers to career progression for unskilled and semi-skilled workers, particularly for those African and women workers in the secondary labour market and informal economy. Movement between market segments is uncommon, as each segment has its distinctive processes of recruitment, skill formation and promotion. The relevance of education and training in each of the segments is market, but with the highest rate of return, to increased programmes that seek to improve employment opportunities for Blacks and women, workers must directly tackle these processes of labour market segmentation and discrimination.

B. Education and training

The legacy of apartheid education is well documented. This paper will highlight those educational problems of particular concern to equitable human resource development strategies for post-apartheid South Africa.

1. *Inadequate mathematics and science education*

Education in mathematics and science has suffered particular difficulties, especially in a system which is characterized by inequalities in schooling. There are teacher shortages of between 70 per cent and 90 per cent in these subjects in African schools. According to the 1991/1992 South Africa Institute of Race Relations (SAIRR) survey, of 35 per cent of African students who wrote mathematics, only 6 per cent passed, compared with a 58 per cent White pass rate in the same subject. Similarly, out of 23 per cent of African students writing physical science only 7 per cent passed, compared with a White pass rate of 41 per cent. This seriously limits the number of entrants for mathematics and science courses at tertiary level and consequently the development of high-level personnel in the scientific, medical, commercial and technical spheres.

2. *Racially fragmented education and training provision*

At present, South Africa has 19 racially defined education departments, each with its own examination authority. This includes the Department of National Education (DNE) in charge of "general affairs", the Department of Education and Training (DET), the three Departments of Education and Culture (DECs) for the White, Coloured and Indian "own affairs" population groups, the four White provincial executive education authorities, the four "independent" TBVC states and the six self-governing bantustan education ministries. All of these education bodies function separately from the South African Department of Manpower and the bantustan-based manpower ministries. This institutional chaos is most strongly felt in the field of apprenticeship training, where technical colleges are governed by separate, racially defined education ministries, and on-the-job training is administered by manpower departments.

The variation in standards across the various institutions has made it impossible to establish some form of equivalence of

qualification. This creates serious problems, as the inequality of qualifications takes on a racial character.

Furthermore, the institutional fragmentation and the lack of a qualifications structure in the non-formal training sector, have made linking of the formal education system with the non-formal training sector almost impossible.

3. *Inadequate training levels in the private sector*

It is estimated that during the late 1980s most employers in South Africa devoted a mere 0.5 per cent of total turnover to training.

Racist attitudes among management at all levels about the abilities and trainability of Black workers were endemic. The apartheid State tinkered with an outdated apprenticeship system that remained the exclusive preserve of Whites. This has resulted in a situation where, of the 11,573 apprenticeships registered in 1985, 80 per cent were Whites and 6 per cent Blacks. Nothing was done to encourage employers to provide good-quality training to their entire workforces and in particular their Black workers. It is this training legacy that confronts a new South Africa.

4. *Enrolment patterns at post-secondary institutions*

There are both a low level of enrolment at post-secondary institutions and alarming imbalances between university, technikon and technical college enrolment. The ratio of student enrolments between university and technikon is 7 to 2. The norm in most countries is at least a ratio of 1 to 1 (see table below).

Post-secondary education institutions and student enrolments (000) in 1990

	Student enrolments			Number of institutions		
	University	Technikon	Technical college	University	Technikon	Technical college
African	111.3	17.8	12.7	4	1	22
Coloured	18.1	6.9	4.6	1	1	14
Indian	18.9	5.9	6.0	1	1	3
White	153.8	53.8	48.9	11	8	70
Totals	302.0	84.4	72.2	21	15	129
TBVC	15.1	0.9	N/A	4	3	N/A
SGT	0.0	1.4	4.5	0	1	20
Rest	96.1	15.5	8.1	—	—	—

Source: *Education Realities in South Africa, 1990*, DNE.
Notes: African students under DET, SGT—self-governing territories.
TBVC—Transkei, Bophuthatswana, Venda, Ciskei.

South Africa's graduate output, especially in scientific and technological subjects, is low. In 1988, only 63 Black students in the field of computers and 89 Black students in engineering graduated. This is in comparison with White students of 645 and 1,447, respectively. International comparisons seem to highlight this problem. It has been estimated that South Africa produces 15 times fewer graduate engineers than Japan per million of the total population and six times fewer than Australia, which has half of South Africa's population.

Clearly, the de-racialization of educational provision at this level will be major priority for any democratic State. In addition, however, the post-secondary sector as a whole needs to be comprehensively restructured in order to eliminate imbalances in institutional provision and significantly increase enrolments, particularly in technological and scientific subjects. According to statistics, South African training institutions can at present satisfy no more than half or three quarters of the normal annual demand for 2,000 to 3,000 new engineers; 116,000 managers would be needed by the year 2000; and the gap between demand for and supply of qualified accountants by the turn of the century will be 7,000. The same scenario is true for other specialized fields. Even on the basis of current trends, it has been predicted that there would be a gap of 200,000 with a post-secondary qualification by the year 2000; and that this will be particularly marked in science, engineering, managerial and new technology-based professions.

5. *Education and training for the disadvantaged*

Nearly a third of all South Africans live in abject poverty in the rural areas. Unemployment rates are upward of 40 per cent in the major cities. Amongst the youth this percentage is higher. The age structure of South African society would suggest that the most vulnerable group would be African youth. According to a professional marketing review survey conducted in 1990, the absolute number of South Africans under the age of 19 years will increase from 18 million in 1990 to 23 million in the year 2000. In 1990, African youth accounted for 80 per cent of the South African population; by the year 2000 the proportion will be 84 per cent (SAIIR, 1991/92).

Even certified school-leavers are unable to find jobs, and hence the informal sector increasingly becomes a reality for most African work seekers. This is underscored by the statistic that only one in every 10 entrants to the labour market is finding a job. This phenomenon of structural unemployment reflects the inability of the economy to absorb labour.

These social realities pose a massive challenge for the State and other service providers in the education and training sector. It is clear that employment and training policies aimed at the formal sector of the economy will serve the needs of only a minority of the total population.

Until very recently, the apartheid State has effectively ignored the mounting educational and training needs of the disadvantaged in South Africa. State-provided Adult Basic Education (ABE) is almost non-existent, with DET providing adult education and literacy classes to only a small number of workers. Non-governmental organizations have actively supported ABE, but the impact of these efforts has been limited because to a number of factors. Literacy training is neither certified nor structured along recognizable paths of progression that would allow learners greater access to the formal education and training system.

To date no serious attempt has been made in South Africa to implement a comprehensive youth training scheme, similar to those in the industrialized countries. The few existing training schemes have been heavily criticized because they are of a very low standard with inadequate performance requirements. This situation has been further exacerbated by very short training periods and the fact that most trainees do not find jobs after completion of their courses.

Unemployment in general and youth unemployment in particular entail a waste of human potential. Moreover, unemployment diminishes the capacity of young people to make an effective economic contribution in the future, since unemployed young people, at the crucial formative stage of a career, will not be getting the development and learning experiences from working, which affects future skills and attitudes to work. Furthermore, because of the direct and indirect costs to individual and family health, wealth and lifestyle, young people who are unemployed may represent an increased demand for, and thus increased costs for, a wide range of health, education, social and development services.

C. Apartheid guidance

Against this background, it is evident that career guidance and counselling in South Africa carries the distortions of both the deliberate educational subordination of Blacks and the chaotic conditions of a labour market dominated by the needs of employers. The history of legislation in regard to labour supply, educational provision and guidance itself shows the conditions with stark clarity. This is illustrated by the fact that between 1956 and 1976, 26 pieces of legislation concerning job reservation alone were enacted.

It is only in the last 25 years that guidance and counselling has evolved as part of the broader South African education system. It must be noted that the differentiated education system has also contributed to the differences in status, resources, approach and implementation of guidance and counselling in the schools. As late as 1981, guidance and counselling was introduced as an auxiliary service in African (DET) schools, the primary function being that of social control.

The training of career guidance counsellors/teachers is totally inadequate. These teachers are unable to provide students with the necessary information and skills required to survive in the

outside world. Furthermore, a fundamental weakness of all the formal career guidance services is their lack of contact with industry and commerce. This situation reinforces the mismatch between student aspirations and the broader human resources development needs of the country.

The resulting distortions have undermined all claims to either individual or social rationality.

The long-term consequences have been:

- a drastic devaluation of talent amongst the Black population;
- the systematic disempowerment and de-skilling of Blacks;
- the staffing of less than able individuals to positions of social importance (especially in the mid-range professions, such as teaching, nursing, the police and the army, but also in commerce and industry);
- the inability of the formal context—education and the economy—to address the needs of over 3 million "marginalized" young people;
- reinforcing unrealistic career aspirations;
- perpetuating negative attitudes towards technical education;
- a steady decline in overall institutional and social capacity.

The overall effects of apartheid guidance policies have been to support and perpetuate the interests of the White ruling group.

D. Post-apartheid guidance

These prevailing conditions cannot be reversed by an increased provision of education and training and by career guidance and counselling alone. The short- and long-term challenges for post-apartheid guidance institutions mean that these structures will have to confront acute conditions on two fronts.

The first is the demand for access to educational and employment opportunities from below—from individual Black students/youth and their communities, in the formal as well as the non-formal sectors. Therefore, the identification of skill potential, congruent with national human resources needs, will have to be matched with the provision of the necessary educational and financial assistance. A community-based guidance service linking urban and rural resource centres to other institutions in the public and private sectors will play a crucial role in operationalizing this objective.

The second is from above—from the major social institutions charged with the tasks of rebuilding the economy and forging a new social order. This demand will be for the proper identification, training and supply of appropriately qualified human resources to take on the tasks of growth, development and reconstruction. This will also include the maintenance and continuity of established infrastructural capacity. It is at this level that proper linkages need to be developed between secondary as well as post-secondary institutions and the economy. Appropriate job creation schemes need to be creatively linked with career development strategies as proposed by the trade unions and employer organizations.

These demands will place severe pressure on what is, at present, only a small and marginal capacity. This limited capacity will be heavily burdened if, as predicted, South Africa's education system will have to expand to accommodate approximately 50 per cent more students. This could effectively mean that enrolment will increase from 9.5 million in 1990 to 14 million by the year 2000. With the introduction of full compulsory education, an additional 277,000 teachers will be required by the turn of the century in order to cope with the needs of an expanded education system.

What will be required is a system which can operate across a number of quite broad sectors, actively developing linkages between employers, trade unions, education departments and training/internship programmes. It will need to be able to provide rapid, accurate, reliable responses to requests for information from individuals on the real conditions and directions opening up to students and scholars in the new society. It should also provide relevant information on and skills training programmes for meaningful employment opportunities to "marginalized" groups such as women and the unemployed in urban as well as rural areas. Integrated databases and networks on vacancies, training opportunities, bursaries/scholarships, etc., need to be developed to ensure that information flow across the formal and non-formal sectors is maintained.

It will also need to be able to provide reliable aggregate information on employment trends, skills shortages, job vacancies, the impact of technology on the organization of work, student and scholar needs and teacher training. This information needs to be made available to educational planners and administrators on the one hand, and labour market institutions on the other, in order to fulfil the aim of ensuring the effective utilization of South Africa's full human resources potential in the new society.

In addition, guidance will have a significant public policy role in maintaining and advancing the twin principles of the openness of all public positions to all citizens and of affirmative action and gender-sensitive policies aimed at securing full, fair and open "competition" between individuals of comparable talent for available posts. For example, the career guidance sector should campaign, in conjunction with other structures, for a national system of vocational education and training accreditation that will link various education and training initiatives and allow for mobility in the workplace. Compulsory mathematics and science education should become a priority if non-representation of "marginalized" groups in science/technical and technological career fields is to be addressed. This is also a long-term strategy that will be able to reduce acute skills shortages in high-level personnel positions.

The balance between the dual principles of equity and development will not be easy to sustain and the threat to the society of the distortions produced by closed systems of personal or group patronage—whether through legislation as in the past, or not—will remain severe. Equity demands, which have been central to the struggles around education in South Africa, can be satisfied in the economic arena only if certain conditions are present. The economy will need to provide more jobs in order to absorb the increased numbers of school-leavers and graduates. Similarly, the informal and rural sectors must be developed so that the disadvantaged/"marginalized" can become meaningfully employed. Equity and development issues need to be addressed in a complementary manner. If not, the inherent tension between the two will result in development demands taking precedence over equity concerns. An interlinked system of education, training and employment provision with an appropriate guidance service will be able to address the problem.

E. Infrastructure and institutional linkage

To make a start towards the achievement of these aims, the guidance service will require restructuring and extensive development. The existing non-governmental network of career guidance centres coordinated by the South African Vocational Guidance and Education Association (SAVGEA), while impressive in itself, cannot make more than a small contribution. It has demonstrated some of the critical operational principles and procedures required to reach downward and outward from the privileged urban élites towards young people who have been made to suffer exclusion and disadvantage in urban and rural areas. None the less, the sector requires both lateral extension and possible vertical integration within a properly resourced national system operating under statutory authority. This would not necessarily compromise the non-governmental status of the career guidance sector in the short to medium term. It could mean that contractual relationships will be negotiated with the new State, through either the national structure (SAVGEA) or its regional member organizations.

For career guidance and counselling to be effective as a public service, it requires a presence in both schools, communities and the labour market itself in the form of "job placement centres". Teacher training should become an integral component of an expanded and reorganized guidance service, linking teachers to relevant sources of information and exposing them to the realities of the workplace. The organization and administration of such an integrated system require the active involvement of non-governmental organizations (NGOs) and formal institutions within a network linked at both regional and central levels to the State. International experience points towards a statutory commission with authority as the most viable institutional form to manage such a network linkage.

Such a commission would be charged by government with the achievement of the broad aims already described, and should be given appropriate resources. The goals and performance of the commission would be subject to annual review in Parliament under evidence from the ministries responsible for education and human resources development as well as formal reports from employers, the NGO sector and organized labour.

F. Optimum roles in a future system

All assessments of future policy proposals are affected by the enormous demand and the very strictly limited resources. All sectors in social service provision are engaged in pressing urgent claims for resources and each has its special terms for consideration.

The linkages that need to be developed between the various education and training providers (both formal and non-formal), such as labour unions, employer organizations, the State and the NGO sector, will be a key determinant in ascertaining whether the rationalization of service provision is possible without sacrificing the effectiveness and efficiency of the service.

A badly organized and managed guidance service that does not take into account the social realities of the disadvantaged will be worse than useless. If it is not able to contribute to the enhancement of the quality of life of the disadvantaged, it will raise expectations and deny fulfilment, producing severe turbulence and turmoil at the base of an already unstable social order.

Under these conditions, it is our view that the NGO sector should be given the lead role in establishing the terms and conditions of the future service and that existing State and private sector institutions should be integrated with the NGO sector under legislation to be passed by a democratic government.

Table 1: Posts and vacancies according to occupation

Total posts	Vacancies	Vacancy rate	Occupation
245,178	10,914	4.4	Labourer or unskilled worker
376,119	9,043	2.4	Material handler, packer and related unskilled worker
55,105	8,022	14.6	Professional nurse
220,111	3,785	1.7	Building and construction worker
104,123	3,500	3.3	Operator, etc., metal products, machinery and transport equipment, manufacturing and maintenance
8,895	2,952	3.3	Administrative assistant, admin. clerk, personnel clerk, correspondence clerk
5,187	2,588	5.1	Security officer and related occupations
15,615	2,470	1.6	Clerk—general
3,407	2,431	7.1	Admin. and senior admin. official
151,110	1,965	1.3	Charworker—buildings
3,284	1,935	5.9	Clerical supervisor (general), chief clerk
5,172	1,879	31.5	Law enforcement and related service occupations, n.e.c.
1,193	1,870	16.7	Conductor, ticket inspector, examiner (bus, train, etc.)
22,121	1,735	7.6	Staff nurse (enrolled nurse)
17,186	1,652	9.6	Rail transport occupations
86,132	1,643	1.9	Police officer, detective (public service)
53,139	1,566	2.9	Typist, typist/clerk/telephonist, word processor operator
17,145	1,567	6.6	Prison service warder
46,134	1,509	3.2	Nursing assistant, auxiliary nurse, midwife, etc. (not registered)
34,106	1,452	4.2	Concreter, operator, terrazzo, asphalt, road services worker
20,484	1,427	7.0	Clerk
53,104	1,352	2.5	Truck, road tanker driver (more than 3,500 kg gross vehicle mass)
1,325	1,326	10.2	Student nurse
8,050	1,258	1.6	Mining worker
8,831	1,086	12.3	Puncean, water, filtration and sewerage installation operator
138,112	1,044	0.8	Teacher: primary
34,512	976	2.8	Truck, road tanker driver (less than 3,500 kg gross vehicle mass)
26,473	973	3.7	Accommodation service workers
3,295	936	26.4	Medical specialist

Source: Manpower Survey 1990 Occupational Information, Central Statistical Services, Report 02-01-01 (1990).

Table 2: Highest number of vacancies

Total posts	Vacancies	Vacancy rate	Occupation
732	345	47.9	Veterinary professions
34	14	41.2	Blacksmith
59	22	37.3	Apprentice passenger coach and truck fitter
5,972	1,879	31.5	Law enforcement and related service occupations
3,295	936	28.4	Medical specialist
812	215	26.5	Stationmaster, station foreman and related rail transport supervisor
132	33	25.0	Radio and electronic technicians, and related tradesmen
459	107	23.3	Air-traffic controller
1,616	367	22.7	Intern (hospital year)
479	105	21.9	Operational researcher/ research analyst
56	12	21.4	Meteorologist
56	11	19.6	Sports promoter
108	21	19.4	Optometrist
158	30	19.0	Private detective and related occupations
4,659	632	17.9	Stoker and driver's assistant
11,193	1,870	16.7	Conductor, ticket inspector, examiner (bus, train, etc.)
5,298	667	16.4	Technical assistant
442	72	16.3	Load master
750	121	16.1	Health service inspector
714	114	16.0	Dietitian and related professions
538	86	16.0	Bodywork building
965	156	15.8	Natural science technicians
742	38	15.7	Passenger coach and truck fitter
972	152	16.5	Psychologist (interns included)
154	24	15.6	Apprentice: leather trade
793	123	15.5	Education planner
110	17	15.5	Trade test official
557	86	15.4	Outdoor officer

Source: Manpower Survey 1990 Occupational Information, Central Statistical Services, Report 02-01-01 (1990).

Table 3: Personnel by occupation by gender and population groups

	Present personnel										
		Whites		Coloured		Asians		Blacks			
Occupation	Total	M	F	M	F	M	F	M	F	Unspec.	Vacancies
Seismology: geophysicist and related occupations: e.g., seismologist, etc.	95	62	12	1	0	0	0	0	0	0	0
Geological sciences occupations: e.g., climatologist, hydrologist, oceanographer, etc.	258	160	45	30	0	0	0	2	0	0	23
Mathematical and related occupations:											
Actuarial occupations: e.g., actuary, actuarial clerk, etc.	340	200	83	19	20	3	3	11	2	2	10
Mathematical occupations: e.g., mathematician, applied mathematician, engineering mathematician, etc.	164	126	30	1	0	1	0	6	0	0	0
Operational research/research analysis	314	246	115	4	0	1	0	5	1	0	105
Statistical occupations: e.g., biometrician, demographer, statistician, etc.	374	157	176	1	2	3	1	9	0	0	45
Meteorologist	44	32	12	0	0	0	0	0	0	0	12
Mathematician and related occupations	63	32	30	0	0	0	0	1	0	0	1
Computer science occupations:											
Computer programmer	6,503	3,252	2,153	297	124	431	41	159	32	91	504
Computer system analyst and related occupations: e.g., computer system analyst, computer systems controller, etc.	7,970	4,400	2,269	279	74	361	122	246	41	159	268
Computer systems occupations: e.g., database administrator, computer consultant, etc.	3,702	1,617	966	204	103	267	47	176	226	91	122
Chemical sciences occupations:											
Chemist: e.g., general chemist, forensic chemist, polymer chemist, etc.	2,180 106	1,376 64	480 31	42 5	15 0	143 3	24 0	10 3	15 0	0 0	115 3
Chemical sciences occupations, M.E.C.: e.g., crystallographer	561	186	172	15	1	22	0	150	0	0	8
Biological sciences occupations:											
Biology/biologist	30	26	4	0	0	0	0	0	0	0	1
Medical professions:											
General medical practitioner	12,093	8,987	1,382	470	17	1,210	226	940	55	5	679
Intern (hospital year)	1,149	465	247	21	10	98	49	335	30	0	347
Clinical assistant (physician engaged in specialization)	1,178	1,102	293	22	8	171	36	156	38	0	212
Medical practitioner	2,119	1,475	383	55	24	127	11	31	10	0	152
Medical specialist (registered):											
Surgeon (general)	364	456	65	40	0	3	0	0	0	0	12

Table 3: Personnel by occupation by gender and population groups (continued)

		Present personnel									
		Whites		Coloured		Asians		Blacks			
Occupation	Total	M	F	M	F	M	F	M	F	Unspec.	Vacancies
Gynaecologist (general)	424	525	60	35	0	3	0	1	0	0	11
Intern	783	729	21	5	0	43	0	0	0	0	20
Paediatrician	450	393	43	5	3	0	0	1	0	0	10
Medical pathologist (clinical, anatomic, forensic and other fields of specialization)	463	386	60	3	0	11	1	0	0	0	14
Anaesthetist	760	708	42	0	0	0	0	0	0	0	15
Ophthalmologist	264	250	13	0	1	0	0	0	0	0	10
Orthopaedic surgeon	441	400	24	2	0	11	0	1	0	0	12
Psychiatrist	315	231	66	0	0	15	2	1	0	0	14
Radiologist (diagnostic and therapeutic)	618	478	47	5	1	51	8	8	3	17	22
Medical specialist: e.g., neurologist, neurosurgeon, plastic surgeon, etc.	2,3591,710	313	15	3	206	35	60	16	0	936	

Source: Not available.

VI. Developments in respect of skilled labour in South Africa

by

Dr. Frans Barker*

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I. Influence of poor economic circumstances

Over the past three years, South Africa has experienced a real economic growth rate of not more than 0.4 per cent per annum on average. This has resulted in the skilled component of employment increasing only very gradually, if at all. At the moment, there is thus little or no shortage of skilled labour, and certainly not at the entry levels of skilled occupations. Even at middle, senior and sometimes top levels of specific occupations, retrenchments are not uncommon.

Practically the only expansion in employment that has occurred has taken place in the government sector. From an economic point of view, this is not a healthy development. The expansion of government employment has to be financed through higher taxes, and a high tax environment, especially in times when most companies barely survive, is not conducive to economic growth. Foreign and local investment and expansion especially are discouraged in such circumstances.

It is problematical to try to identify at this time which occupations are in short supply or to forecast in which occupations bottlenecks will develop, and it often boils down to crystal-ball gazing. What is clear, however, is that South Africa desperately needs especially economic growth, whereby employment opportunities can be created and new enterprises be formed, which in turn will result in more people, especially Blacks, moving into higher skilled positions. A number of studies have illustrated quite clearly that the best method of achieving more equal distribution of income, wealth and opportunities is through higher economic growth, rather than through an artificial redistribution of income.

After having referred to some recent developments in respect of employment and specifically skilled labour employment, this paper will focus on present and possible future shortages of skilled labour. In the final section, some proposals are made for human resource development in South Africa.

II. Employment developments

The recession has certainly taken its toll in terms of job losses. With the exception of the first quarter of 1990, the total number of non-agricultural jobs has declined in every quarter since the third quarter of 1989 (South Africa Reserve Bank 1992: S-97). Between that date and the end of 1991, non-agricultural employment declined by 2.9 per cent, and this meant that the economy had lost 160,000 jobs. Over this period, the general government was a net creator of jobs, and if only the private sector, which should in fact be the creator of jobs, is considered, the position is much worse. Employment in the private sector at the end of 1991 was 5 per cent lower than in June 1989, and in total nearly 200,000 jobs were lost.

What is even more disconcerting is the poor job creation record over the whole of the last decade. During the 1980s, only about 50,000 jobs per annum were created, which can be compared with over 350,000 new entrants to the labour market every year over that decade (Barker 1992: 55). Only 14 per cent of these entrants therefore found a job in the formal economy, although a significant (although unknown) proportion would have found a livelihood in the informal sector. This figure (which incidentally is called the labour absorption capacity) was more than 70 per cent in the 1960s, that is, three out of four new entrants could then obtain formal employment, compared to only one in every seven over the last decade. If the government sector is disregarded, only 16,000 jobs per annum were created in the private sector between 1980 and 1990, and the labour absorption capacity was only 5 per cent in this sector.

A low economic growth rate is unfortunately not the only reason for the low rate of job creation. For every percentage point growth in the economy, we are now creating only two-thirds the number of new jobs in the private sector than two decades ago. The reasons for this phenomenon would require a study of its own. In addition, because of South Africa's rather young population, far more people enter the job market every year now than before. If you take the two developments together, a distressing picture emerges: whereas jobs were created in the private sector for 74 per cent of new entrants to the labour market in the 1960s, this figure would hypothetically (if the economy grew at the 1960's rate of 5.7 per cent per annum) have been only 28 per cent in the 1980s.

III. Skilled labour in South Africa

Until recently, the demand for high level manpower[1] has increased quite rapidly—between 1965 and 1989 the average annual growth rate of the number of high-level workers was 1.5 per cent per annum. In recent years, this growth rate has levelled off considerably and between 1988 and 1990 the average annual increase was only 1.2 per cent. Data after 1990 are not available, but all indications are that even this increase has dropped off considerably, if not completely.

Occupational groups showing the highest growth rates between 1965 and 1990 were engineering technician, natural scientist, agricultural scientist, natural science technician, and medical/paramedical worker. Black (i.e. African, Coloured and Asian) high-level workers increased from 75,688 in 1965 to 330,000 in 1990, an increase of no less than 6.1 per cent per annum. This progress is encouraging, although much more rapid progress would have been possible (and probable) in especially more recent years if South Africa had experienced even moderate economic growth—because of the recession, the total number of high-level workers increased by only 1.2 per cent per annum between 1988 and 1990, whereas the number of Black high-level workers continued to increase at a rel-

atively rapid rate (5.2 per cent per annum). If this type of increase is experienced in periods of very low economic growth, the increase, once the economy picks up steam, will obviously be much higher. Affirmative action type of progress might thus come more naturally if the economy grows.

Reference should be made to one important factor that has inhibited the greater movement of Blacks into certain skilled occupations. A good mathematical and science background is an important prerequisite for many occupations and the lack thereof has limited the access of Blacks to such occupations. There is thus a great need for improved math (and often science) education at school level, especially so-called "Black schools".

Women have also moved into certain skilled occupations to an encouraging extent, although much needs to be done in this respect.

IV. Shortages of skilled labour

Vacancy data as indication of labour shortages are subject to serious shortcomings: for example, quality deficiencies are not measured, and persons are appointed to certain occupations without being properly trained for those occupations or being able to do the job properly. This will not be reflected in vacancy data. Employers might also indicate in statistical returns that they do have vacancies, even though they do not seriously try to fill those vacancies or do not offer realistic remuneration. In these instances there are vacancies, but strictly speaking no real shortage of labour exists. Many employers also do not formally record vacancies, even though they may wish to employ additional skilled workers for certain occupations. In these instances, a labour shortage does exist, although this is not always recorded as a vacancy. Frictional vacancies can also exist, such as vacancies which exist as a result of normal labour turnover, which is a phenomenon comparable to frictional unemployment. One would find numerous vacancies in unskilled occupations, for instance, but this is due to labour turnover and not because of a shortage of labour.

The National Manpower Commission (NMC) regularly undertakes surveys to determine the occupations where the most serious structural shortages are experienced. The results are set out in the NMC's annual reports and the occupations of engineer, engineering technician, engineering technologist, computer scientist and some artisan occupations regularly feature in this list. In addition, registered accountants, metallurgists and general medical practitioners (especially in rural areas) also regularly feature.

The 1991 survey showed that, in general, undertakings did not experience skilled labour shortages in that year. These results correlate closely with the state of the economy. In a number of cases, however, a surplus is at present experienced.

It should be noted that this survey only includes employees and would not measure shortages which might exist among persons who are working for their own account. There might, for instance, be a shortage of professional people such as medical practitioners, accountants and auditors. What is also quite clear is that South Africa experiences a shortage of quality and innovative entrepreneurs, but this lack of entrepreneurial talent can hardly be measured.

It should also be noted that even if a shortage is experienced in a specific occupation, this does not necessarily mean that recently graduated persons will easily find a job. Often the employer requires persons with the necessary experience, and he might hold out until he finds such persons.

From the 1991 survey and in consultation with the Department of Manpower, a number of occupations were identified as occupations in respect of which there are large surpluses at present.

Surpluses are experienced in many middle-level and most low-level occupational categories and underline the expectation that the demand for these occupations over the next decade will be relatively low.

V. Future developments in respect of skilled labour

According to calculations by NMC, if current labour utilization trends continue and if a real economic growth rate of 3 per cent per annum is realized, the demand for HLM will probably increase by between 3 per cent and 4 per cent (of between 500,000 and 600,000 persons) over the next decade. A shortage of about 288,000 persons in this category is expected in the year 2000. Due to economic and social factors, the most serious shortages will probably be experienced in the engineering and technological fields, and also in scientific and medical or health staff occupations.

The Office of the National Manpower Commission, together with the Human Science Research Council, is at the moment in the process of investigating the position with regard to individual high-level occupations. It will be some time before this study is completed. A general comment should also be made in respect of the mobility of labour in the Southern Africa region. With South Africa moving towards a dispensation which is more acceptable internationally, the mobility of skilled workers between countries in this region will also increase. When considering the demand and supply factors in respect of various occupations, this development should thus also be taken into account.

To determine future manpower requirements and to base educational planning on manpower requirement, calculations should be done with the utmost circumspection. Often people demand that a central manpower plan be drafted and be made available to (or forced upon) educational institutions. For a

number of reasons, however, such an approach is fatally flawed.

The first reason is that the potential for making mistakes with major consequences is so much greater in a central plan. In a less centralized system, i.e. one more oriented towards the freedom of choice and individualized decision-making, there are numerous decision makers and each one has a relatively small influence on the system. The mistakes that are unavoidably made by individual decision makers have a small influence and they are often made in opposite directions and thus tend to cancel one another. In a central plan, however, even a small mistake could influence many other elements of the plan, and eventually result in even worse labour imbalances than was started off with.

A central labour plan also cannot work because of many uncertainties. We cannot, for instance, determine precisely how the economy will develop over the next decade, which sectors will grow faster and which slower. We also do not know how technology will develop. Some examples of new technology, where the significant influence on the utilization of labour was not fully foreseen, are automatic bank teller machines, the new era of word processors, computer-aided design and computerized printing processors. Furthermore, even if we could have determined precisely how many persons are required in a specific occupation, there is so much mobility between occupations and even between countries that a labour plan would still be misleading.

Decisions with regard to manpower planning should thus not be taken at the central level but should be decentralized i.e. to the various educational institutions, employers and even individual workers. Such decisions, especially by educational institutions where public funds are involved, cannot, however, be taken totally autonomously. Broad guidelines on manpower developments and requirements should be provided from the central level. In addition, a carrot-and-stick approach should be used to ensure a proper skills mix in the supply of educated labour, but then only based on broad guidelines. The example of the subsidy formula at universities springs to mind in this regard.

VI. Some proposals for consideration

South Africa's greatest, most immediate need in terms of the development of human resources probably does not lie with improving tertiary education or even providing bursaries or other assistance for tertiary education. The following priorities probably exist in terms of the development of human resources:

(a) Increased economic growth. Giving attention to the development of human resources without giving attention to improving economic growth is not only wasteful, but grossly unfair to the recipients of educational and training assistance, as they would be educated or trained simply to become unemployed. An improvement in the economic growth performance of the country cannot, however, be achieved simply by a drastic redistribution of income and wealth from the "have-lots" to the "have-nots". Even though this might reduce inequalities in the short-term, this will be more than neutralized by the resulting flight of scarce human resources, entrepreneurial talent and investment capital from South Africa.

The more skilled workers are, the more internationally mobile they become and all efforts should be aimed at retaining the existing core of these workers in the country. As has been indicated time and time again in so many other developing countries, the loss of experienced skilled workers will, over the long term, severely inhibit economic growth. It cannot be denied, however, that a more equitable distribution of income would be an important element of a whole complex of factors aimed at improving economic growth. Equally important, though, is ensuring that South Africa becomes globally competitive, which would also involve achieving a proper balance between labour costs and productivity. The role of the government in the economy and the size of government expenditure are also factors that should receive careful attention. Above all, however, is the importance of all role players within South Africa and also concerned players in other countries to ensure that a climate of stability, peace, democracy and tolerance is nurtured in South Africa.

(b) Laying the foundations for the development of human resources. Priority attention should be given to ensuring good quality primary and secondary education, and where this is lacking in the existing work force, programmes for literacy and numeracy training should be launched. Quality education would include improving matters such as the credibility of the system, the quality of teachers, math and science education, computer literacy and the availability of equipment. In addition, programmes aimed at the identification and uplifting of gifted pupils as well as the development of entrepreneurial talent at all levels should receive attention. A learning culture should be developed.

(c) National training strategy. South Africa is in dire need of a national training qualification and accreditation system, but the resources in terms of personnel and finance to develop such a system are not available. As part of such a system, attention must be given to the linkages between education and training.

Assistance should also be provided for the training of the unemployed and training of workers in specified occupations. A number of industry training boards exist in South Africa and these boards should assist with the identification of critical occupations for such training. Entrepreneurial training and

assistance to owners of small and medium-sized businesses is also a high priority area.

(d) Tertiary education. South Africa has too many pupils at university and too few at technically-oriented institutions such as technikons. Those at university are also often studying in directions where an oversupply are experienced and are concentrating too much on the social sciences instead of directions such as engineering, technology, accountancy, etc.

It should be emphasized again, however, that if assistance is provided for tertiary education, South Africa requires more employment opportunities, otherwise, newly acquired skills will be lost relatively quickly because of not being used. The employment opportunities must be created in the private sector to ensure that a healthy basis for continued economic performance is laid. Employment opportunities created artificially in the government sector do not create such a basis and would with certain exceptions not assist very much in making South Africa a globally competitive economy.

Representatives at this UNETPSA Conference have a responsibility towards the educationally disadvantaged South Africans to consider methods which will create the right climate for economic growth and development in South Africa, and to ensure that parties involved at this Conference are aware of this high priority for the country. This climate can only be created by every party accepting that it has certain responsibilities in this regard and that it should give less attention to placing the blame for the negative economic and political climate on other parties.

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[1] High-level workers are defined as workers with at least two years of education or training (usually formal) after Standard 10 and include all professional and semi-professional workers, management and administrative workers and technicians (Barker 1992: 115)

VII. The role of the private sector in education and training in South Africa during the transition period

by

Dr. Elie Orbach*

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Introduction*

In an address to the Institute of Directors in London some seven years ago, A.W. Classen, former president of the World Bank, stated that the role of the private sector in development is a major development issue. Yet, he continued, not nearly enough was known of what the private sector could or could not do, because its role was "probably the least discussed of all major development issues".[1]

In South Africa today, the role of the private sector is certainly not one of the least discussed topics. On the contrary, the private sector has been involved in many issues of public concern—from the issue of violence to the issue of political dispensation and from economics to the draught. It has played a key role in bringing about the National Peace Accord, and it certainly wants to enhance the role already being played by its members in education and training. This is clearly indicated not only by the activities of numerous business firms but also by the establishment of the Private Sector Education Council (PRISEC). PRISEC was established through the initiative of five major employer bodies in 1989. Its mission reads as follows:

> "To be actively involved in the ongoing development of a nonracial, relevant and legitimate national education system which will encourage optimum economic growth and equip each user to cope with the responsibilities of life in a democratic society."[2]

Before discussing in detail the role that the private sector can play in education and training in South Africa, however, I would like to establish a number of parameters for the discussion.

Firstly, the term 'private sector' is an all-inclusive term, often used to denote everything which is not 'public sector'. When discussing education, this may then refer not only to business firms, but also to church-related organizations, non-governmental organizations, trade unions, and even parents. In this paper I will deal only with the role of organized business and large business firms. For convenience I will refer to these as the 'business sector', even though the business sector also includes many unorganized, formal and informal business entities.

Secondly, it is quite common in South Africa today to declare that the State is responsible for education while the business sector is responsible for training. Although a rather sweeping generalization, this notion does suggest that one cannot discuss the role of the business sector in education and in training as though they were identical in function. Therefore, I will distinguish between these two fields in the following discussion.

Thirdly, in dealing with the concept of 'transition' in this paper, I will distinguish between 'political transition' and 'educational transition'. The two phenomena differ in content and may differ in duration. 'Political transition' commonly refers to the process of negotiation currently taking place with respect to South Africa's new political structure. We also include in this transition the process of implementing, or putting into place, the new structure. Many people believe that this process can be relatively short in duration. 'Educational transition' refers to the process of negotiating and implementing a new educational structure. I would like to suggest that we do not regard the transition in education as over until an acceptable allocation is revised and, more importantly, until the level of scholastic achievement in the schools is normalized. If we accept this suggestion, then we may also have to recognize that the process of transition in education—contrary to that in politics—will take many years. Ten to 20 years is not at all an unrealistic period for this transition. The importance of this recognition is that in reviewing the roles of the business sector in education and training, and particularly in referring to the transition period—as the title of this paper requires—we will not be under the impression that the business sector's involvement will be required only for a short period of time. In reality, the educational transition is going to be long, and the business sector in our country may have to be involved in education and training, perhaps in some special way, for many years to come.

Fourthly, it is exactly the nature of such involvement that I will discuss in the rest of this paper. I will not propose any answers on behalf of the business sector, or the education sector. Rather, my objective will be to put the options before this forum and to provide a framework which will allow it to debate the options in a comprehensive and systematic way.

I. Distinguishing between education and training

Any distinction between education and training is bound to be somewhat artificial, and difficult to articulate. This is so because, while they do differ and while practically speaking there is a need to distinguish between them, education and training have much in common: both have teachers and students; both consist of teaching and learning, and both are subject to formal evaluation, and if successful, result in the acquisition of knowledge, skills and attitudes by the learners.

The difference between education and training lies firstly in the level of specificity of the material taught and secondly in the flow of benefits resulting from the learning of this material. While education is broad and general, training is narrower and more specific. Generally speaking, the knowledge, skills

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and attitudes acquired in education serve the individual in all capacities and at all times. They prepare the individual to assume—with or without further training—a multitude of roles in all spheres of life: from the role of a citizen to the roles of parent, worker, sportsman and artist.

The benefits of education go both to the individual and to society as a whole. However, the benefits to society, such as social cohesion, political efficacy, lower levels of fertility and higher levels of health, are often said to exceed the benefits to the individual. This is why education is regarded by many economists as a merit good. A further characteristic of education is that some of its recipients, including children and parents alike, do not always see how it links to future benefits. Neither the benefits to society nor the benefits to the individual are sufficiently understood and appreciated. Therefore, if the decision whether or not to allocate financial resources to education were left to these children and parents, serious under-funding of education could occur. It is for these reasons, and also for reasons of equity and equality of educational opportunity, that the notion of State responsibility of education evolved.[3]

Generally speaking again, the knowledge, skills and attitudes acquired in training serve the individual mainly at work. They are specific to a profession, to an industry, to a category of jobs or even to a company. They prepare the individual for employment and, if already employed, they increase the individual's productivity on the job, thus also potentially improving his or her pay. The benefits of training go therefore mainly to the individual and to his or her employer. They may spill over to society as a whole, but the main beneficiaries are the first two.

The link between training and its benefits is understood by people much better than the link between education and its benefits. Therefore, more people are willing to pay for training, and the likelihood of under-funding if the State does not intervene is not as high as in education. In reality, however, serious under-funding does occur. Many people do not have the financial resources to pay for the training before they work—and thus they do not work or they do not earn enough, because they are not trained. This chicken-and-egg situation and the fact that, in this case, it is particularly the business sector which benefits from training and not society as a whole are the reasons why the notion had evolved that the business sector is responsible for training.

II. Levels of involvement by the business sector

The distinction between education and training and the arguments emanating from it, which place a major responsibility for training on the business sector and a major responsibility for education on the State, are only the starting points for our discussion. As the discussion continues, we will highlight options which may modify these initial positions, because additional economic factors and some social and political factors have to be considered.

In fact, the discussion so far may have created the impression that the major role of the business sector in training and any possible secondary role in education are mostly financial roles, and that the most important question to be raised in this paper is what should the business sector finance both in education and in training. This impression, if created, is wrong. The role of the business sector in education and training in South Africa today must be seen in a much wider context: it is a part of the business sector's role in society generally. This, in turn, is based not only on the understanding that what is good for South Africa during the transition and beyond is also good for the bottom line, but is based also on the philosophy that even though business is responsible only to its shareholders, there comes a time when shareholders want their business to help meet broader societal goals. According to this thinking, business firms are corporate citizens, and like all other citizens they must share the responsibility of creating a society which is reflective of certain common values. Therefore, the business sector in South Africa today must play a role that is wider than its normal business role as well as its normal social responsibility role, and thus it must not limit this wider role to merely providing financial resources. There is a range of roles that it can play, from the provision of information and advice, through facilitation, to the actual financing and delivery of certain services.

The following list presents a rough classification of alternative roles that the business sector can play in education and training. The roles are grouped into four clusters and are presented in an ascending order. This order reflects at least partly an increasing level of involvement and commitment. To some extent it also implies that each cluster of roles is embedded in the next, and that the performance of higher level roles requires involvement in the lower level ones. Whatever the role, some financial resources will be required to perform it.

A. Information and advice

(i) Inform the education and training systems of the needs of the business sector;

(ii) Develop specific policy proposals to address areas of concern in education and training and to participate in the public debate; and

(iii) Provide the education system with the business sector's interpretation of the education needs of the country generally.

B. Facilitation

(i) Provide support for the education negotiation process; and

(ii) Lobby for the adoption of specific policy proposals.

C. Financing

(i) Provide finances to supplement and strengthen the education sector; and

(ii) Provide finances for training.

D. Actual delivery of education and training services

(i) Conduct in-house, on-the-job and off-the-job training;

(ii) Conduct in-house, off-the-job adult education; and

(iii) Provide private markets for education.

In reviewing these roles, we will require some criteria to help consider the pros and cons of each, and also to suggest some priorities for involvement. The arguments which were discussed earlier—which support broadly the notion that the State is responsible for education while the business sector is responsible for training—are economic arguments. They relate only to the roles of financing and the provision of private markets but not to all other possible roles. I would like to suggest instead three broad criteria, which include both economic and socio-political rationales. These may be presented as three questions as follows:

Will the proposed role

- directly and vitally affect the performance of the business sector?
- contribute to the accountability of government and to democracy?
- allow the education and training systems to benefit from the experience and expertise available in the business sector?

The first criterion represents the economic rationale. If, and where, a given type of involvement of the business sector in education and/or training is going to directly improve the sector's own performance—if the benefits of such involvement are going to exceed its costs—then the business sector should get involved. The business sector must be willing however to look at the long term, in going through the exercise which is required to give this question an answer.

The second criterion represents political rationale and is linked partly to the point made earlier about the general role of the business sector in civil society. The State is using revenue derived from the business sector. It is, therefore, accountable to the business sector, just as it is accountable to all tax payers, for an efficient and effective use of the resources put at its disposal. In turn, the business sector has the right and, in terms of its role in civil society, also the obligation to ask what is done with its money. Not doing so means that it is not discharging its own responsibility in a democracy. Therefore, if a proposed role allows the business sector to exercise its right or discharge its responsibility effectively, then the sector could accept the said role.

The third criterion represents socio-political rationale, which is of particular relevance to South Africa today. South Africa is in the throes of a process which has placed almost every single aspect of life on the agenda for restructuring and change.

Education is one of the systems of our society which requires the most drastic change. Introducing this change will be one of the most complex processes during the transition period. It will require a great deal of information, innovation, expertise and diplomacy. It will also involve extensive negotiations between a large number of parties not necessarily used to negotiate. If a proposed role allows the business sector to make a significant contribution to the negotiation process, thus ensuring a better product at the end, or a faster conclusion of the process, then again the business sector could accept the said role.

III. Cluster I: The provision of information and advice

A. Informing education and training of the needs of business

One of the most critical challenges faced by all systems of education is to ensure that the content of instruction delivered by them matches the requirements of society. The business sector is an important part of society. It employs the graduates of the schools. It has certain requirements as to the knowledge, skills and attitudes the graduates should possess when they enter into training or directly into employment. It also has certain requirements concerning the standards of testing and the usability and reliability of certification. In South Africa today, there is a wide mismatch between what the schools provide and what the business sector, including its training systems, require. Education is regarded by the business sector as too academic, partly irrelevant, and not good enough to lay the foundation for further training. Certification is regarded as inadequate since there are often no common standards, and since certificates do not give employers clear indications of the areas studied and reliable, true indications of levels of competence achieved.

The responsibility for addressing this mismatch lies with both parties. The business sector must inform the education system of its needs, while the education system must modify the content and methods of instruction and certification to produce a better degree of fit. Obviously the business sector is only one sector whose needs must be taken into account, but it is the best sector which can inform the schools of the needs of employers and the economy in general.

Until some five years ago, the education systems in South Africa were not highly receptive to information and advice from the business sector. The business sector in turn did not spend much energy in trying to inform them. This situation

has changed quite dramatically. Today there is a much greater level of openness in the systems, and the business sector has acknowledged the need to play an active role in informing educational administrators and educationists of its needs.

An example of this has been a study commissioned by the De Beers Group of Companies in 1990 to examine the implication of the education crisis regarding its own needs and circumstances. In an executive summary of the study, De Beers stated that the commission of the study was "a purely business matter". It then continued to say the following:

> "We need to educate for survival and if the products of the education system cannot adequately cope with academic, technical and social demands in tertiary education and technical training schemes, then quite simply we (private industry) need to intervene."[4]

This is the first and most basic role that the business sector can play in education. It is already being played to some extent, but the information received tends to be superficial. I believe that it will not be sufficient to tell the education system, for example, that the business sector requires literate and numerate workers, or that the most important subjects are mathematics, the physical sciences and English, and that technology should be added to the curriculum. The business sector will have to provide more detailed indications of what it regards as relevant knowledge and skills in these areas and what levels of mastery are considered by it to represent acceptable quality. Some of the great economic success of nations such as Japan is commonly attributed to strong links between the business sector and the education system. Such links allow for an extensive discussion of the needs of both the private sector and the education system on an ongoing basis.

B. Developing policy proposals

The business sector can extend its role if it participates in the development of specific policy proposals together with other parties, or generates such proposals itself for submission to the education and training systems. Such an extended role has been recently suggested by B. Godsell of the Anglo-American Corporation in a book on education alternatives for South Africa. Godsell says that "at the level of national policy formation, the creation of PRISEC has created a vehicle for major employer organisations to develop common approaches to education".[5] PRISEC itself indeed regards the development of policy proposals, both individually and in joint exercises with bodies representing other sectors of society, as part of its mission. In its 1992 strategic plan, the first objective is "to formulate and articulate the private sector's preferred views on education and training in respect of policy, strategy, structure, curricula, and funding".[6]

One of the most crucial areas where the business sector could upgrade its role from the mere provision of information to an active participation in developing specific policy proposals is the area of vocational education and training. There is currently an intense debate in South Africa on the distinction between vocational education and training, on the role of each, and on the division of responsibility for each between the State and the business sector. The Department of National Education has already generated some specific policy proposals in this regard. It is an area where any involvement by the business sector will have direct benefits for it in the future.

Providing information and developing policy proposals on matters which relate to the business sector's needs meet the requirements of the first criterion. The information and the policy proposals can lead to adjustments in the education and training systems which will in turn ensure that the graduates and even the dropouts of the schools are better equipped to join the workforce. This will significantly affect the performance of the business sector.

C. Providing general input and developing policy proposals of general interest

It is also possible to extend the two roles discussed above from the generation of information and policy proposals on matters which directly affect the performance of the business sector to the generation of information and policy proposals on all educational matters. This does not necessarily mean that the business sector should tell the education system what to teach in history, or how to teach geography. The business sector does not have the expertise to do so. But it does mean that the business sector could have a general interest in how the systems of education and training are run and could express an opinion on how to ensure that they are legitimate, efficient and affordable.

PRISEC has been in favour of playing this wider role since its establishment. This can be read into its mission statement which was quoted earlier, and can be found in many of the statements made by its members. The following statement, which indicates the breadth of the sector's interest in education, and gives some of the rationale for a broad involvement, is an example:

> "Private sector employers, as major tax contributors, are obviously concerned about the current level of duplication in the existing education system. However, we are also quite aware of the fact that the creation of a single education department may not in the end bring about such significant cost savings as some envisage. There is a need to improve the efficiency of the education system over the total spectrum of its activities and to ensure the optimum utilization of all education resources."[7]

PRISEC is not the only business sector body that has advocated playing such a wide role. The Urban Foundation, which is funded largely by the business sector, has been involved in commenting on general education matters for several years,

and other organizations have also played this wide role from time to time. The Mobil Foundation and the Urban Foundation, for example, initiated the Education Futures Project in 1988. The project developed scenarios of possible futures for education in South Africa, and aimed at providing the public and the education authorities with pictures of where we might be going should certain directions be followed in the political arena.[8]

The case for involving the business sector in educational issues, which do not directly affect its interests or its ability to perform, is perhaps not as strong as the previous two cases. The business sector must be particularly cautious when advising others in areas where it has no expertise. However, the business sector does have expertise in matters such as organization and efficiency, and could purchase some expertise in other areas. It can do so particularly when it wants to enrich the debate, and to ensure that not all policy alternatives to be considered emanate from experts in government service or in the service of political parties.

In terms of the criteria we set for assessing whether or not the business sector should get involved, this extended role does meet the requirements—at least of the second criterion. If the business sector gets involved in generating some information and policy proposals in areas of such general importance as the efficiency of the education system, for example, it will significantly add to the pressures put on government to be accountable to its constituencies. Thus it will discharge its political responsibility.

In the long term, however, the business sector will also benefit economically. If it helps the education system reach a higher level of efficiency it will decrease the demands on the treasury, and thus the pressure for even higher taxes. It will also decrease the need for extraordinary contributions from the private sector to cover areas which the State is unable to cover due to shortage of funds. The point is that relatively small sums of money invested in generating the right information and the right policy alternatives may eliminate a need for much larger sums of money appearing at a later stage as a result of choosing wrong policy options. Therefore, this kind of involvement meets the requirements of the first criterion as well.

Finally, as far as the role of providing information and advice is concerned, there is not a big difference between education and training. In both cases, the business sector should provide information and advice regarding its requirements, but the level of detail will be higher in the case of training because training is more specific. With respect to the generation of policy alternatives, the business sector will have more areas of concern in training than in education, where it may want to generate policy alternatives.

IV. Cluster II: Facilitation

Facilitation is a complex concept. In South Africa today people apply it both to the multi-party negotiation processes and to activities aimed at influencing the Government to take or avoid certain actions. Those applying the concept to the process of negotiation ask whether the business sector has a role to play in bringing all the relevant parties to the table to debate education, and whether it can help these parties reach sufficient consensus, and then give effect to the consensus reached. On the other hand, those applying the concept to activities aimed at influencing the Government ask whether the business sector has a role to play in lobbying for certain policies or strategies in education and training. Lobbying is not a new activity for the business sector. The question is asked because in this case we are concerned not with an interest group lobbying for its own interest, but with a sector of society lobbying for the common good.

A. Facilitating the negotiation process in education

The response of many business people to the first question is cautious but positive. It is cautious because in most societies an attempt by the business sector to 'intervene' in the political process would be regarded as highly inappropriate. It is, nevertheless, positive because in South Africa there are at this time very few organizations which can successfully perform the role of facilitator to start a process of negotiation, or to keep it on track. An excellent example of the ability of the business sector to play a facilitative role is the process which led to the signing of the National Peace Accord, where both business and church organizations were instrumental in bringing the many parties together, sustaining the negotiation process, and formulating the Accord. Without their facilitation, it is doubtful if the Accord would have been formulated and signed by all parties.

The Consultative Business Movement (CBM) is probably the strongest promoter of the idea that the business sector should play the role of facilitator, or at least that of initiator. In a recent background document on "The Role of Business in Transition", it explains that the creation of forums for debate and negotiations has become a unique characteristic of the transition in South Africa. According to CBM, the question was not whether the business sector has a role to play in these forums, but rather what role it should play, and how it could lend support to these forums. The answer given in the document was quite clear:

> "...Business therefore, has an important role to play in the transition process. This includes providing assistance to ensure that the process of negotiation remains on track, as well as creating the socio-economic and developmental foundation without which a negotiated solution will not be permanent."[9]

CBM is indeed currently involved in intensive attempts to launch a national economic forum as well as several regional economic forums.

Should PRISEC emulate CBM and take the initiative to establish a national education forum? In terms of the criteria we set for determining whether or not to play a given role, PRISEC could do so. In helping to start the education negotiation process, it will make an important contribution to democracy, and it will allow education officials and educationists to benefit from the business sector's experience in negotiations.

In addition to this, the business sector can improve the quality of the debate while the process is going on. It can make substantive inputs in some areas where its experience is relevant (e.g. the content of vocational education and career guidance) and in other areas it can finance independent research and thus help to replace fact with fiction. One of the problems facing South Africa educationists and politicians alike in the current, yet un-orchestrated, debate on education is lack of well-researched alternatives. The debate is not sufficiently informed by objective facts and findings. Research commissioned and financed by the business sector, but performed by objective and trusted researchers, will facilitate the education negotiation process once it commences, and will lead to the adoption of more realistic and appropriate alternatives. For example, research on alternatives for the devolution of educational decision-making powers could greatly inform the negotiation process and speed it up. The cost of financing such research would be insignificant, while the savings generated through the identification of more alternatives, and the potential selection of better alternatives, could be great. Admittedly, the costs will be incurred by the business sector, while the savings will accrue to the State. But, as suggested earlier, such savings could translate into a lower pressure on the business sector to contribute more finances for education later on. Thus, we may justify such involvement even in terms of the first criterion.

I would like to add here that there is a difference between the role of a facilitator and the role of an initiator. To be a facilitator in the negotiation process, the business sector must play an evenhanded role in bringing together all the major actors, and in helping them reach a consensus. Obviously, it must not have a position of its own on the matters in question, nor an interest in resolving them in any particular way. Its only interest must be to make sure that consensus is reached. Thus, if the business sector does have positions with respect to various aspects of education, it should not play the role of facilitator or take the lead, when these are negotiated. It can play the role of a catalyst and initiate a process of negotiation if others do not do it, but then it must join the discussion as an interested party and not as a facilitator.

B. Lobbying with the Government

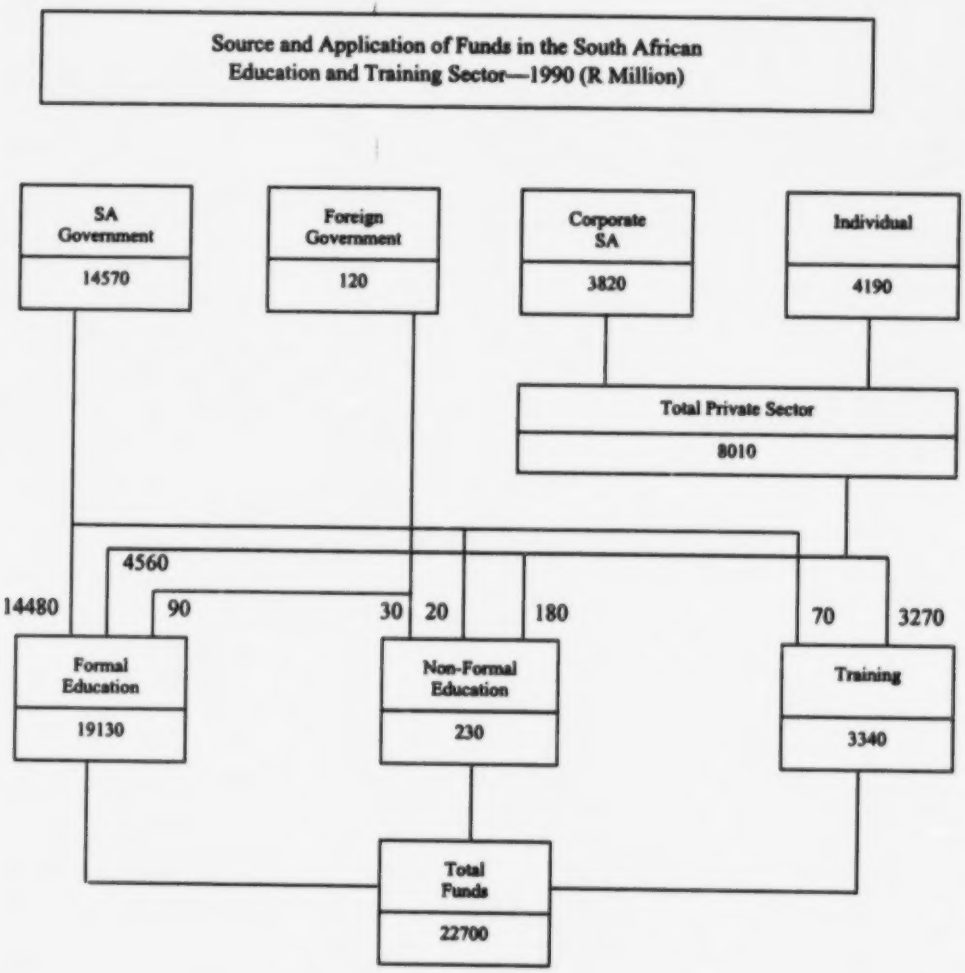
Sometimes, matters of great importance to society as a whole, or to the business sector in particular, are dealt with by the Government. If the business sector believes that the Government may err in its approach to these matters, it has the option of lobbying with the Government for a change of approach. This option could be exercised in terms of its role as a corporate citizen and a member of civil society. In fact, exercising this option may add much credibility to the business sector's involvement in education and training.

Lobbying for its own interest is not new to the business sector. As an interest group, it has been quite effective in the past in influencing the South African Government to adopt certain approaches that would benefit the business sector. Therefore, we may expect that if the business sector devotes some of its energies to lobbying with the Government on matters of common concern—such as the attempt to close White teacher training colleges—it will do so equally effectively.

PRISEC can represent the business sector in lobbying with the Government on macro-education issues. Its mission includes this role. It already started lobbying when it published its first two position papers, which were circulated widely to the business sector.[10] Hopefully, it will be able to increase and improve its lobbying activities for the common good.

V. Cluster III: Financing

The business sector plays a significant role in the financing of education and training through the payment of taxes to the Government. However, it has long been recognized by the business sector in South Africa that more was required for education and training and that it should expand its financial role beyond the payment of taxes. The following table, containing estimates regarding the flows of money into education and training in South Africa, provides a good indication of the business sector's additional contribution. As can be seen, the total amount of money expended on education and training in South Africa in 1990 was estimated at R22,700 million. The Government's contribution to this sum was R14,570 million or 64.2 per cent, a significant part of which came from corporate taxes. The business sector's contribution, in addition to this, was estimated at R3,820 million or 16.8 per cent. It is not known how much of this contribution was specifically directed to education and how much to training, because the figures relating to this split combine corporations and individuals, thus referring to the private sector in its totality.[11]



Should the business sector continue to play this role? Should it perhaps increase its financial contribution—and, if so, where and why? These are the questions I will address in the following discussion. Because of the difference between education and training as discussed earlier in this paper, I will discuss these questions first with respect to education and then with respect to training.

A. What role in financing education?

As we saw earlier, the main responsibility for financing education lies with the State. The question is then whether or not the State has sufficient funds to fully discharge this responsibility. The answer depends on two sets of factors: what standards does the State want to set for the provision of education, and what resources does it have at its command? By standards we refer to matters such as the length of universal, compulsory education, the ratios of pupils-to-teacher and the parameters for building schools. By resources we refer firstly to the Government's capacity to generate revenue which in turn depends on the state of the economy; and secondly, to the proportion of the national budget allocated by the Government to education.

Recently, a simulation model was developed by the Education Foundation in collaboration with the Research Triangle Institute to examine the financial implications of various scenarios relating to the provision of education. Results gleaned from the model so far indicate that if the economy grows at 2.5 per cent per annum, if the Government allocates 22 per cent of the national budget to education, and if 10 per cent of the cost of schooling up to Standard 7, and 35 per cent of the cost at Standards 8 to 10, are paid by the private sector (referring mainly to parents), then it will be possible to reach a situation within 10 years where a basic education package is provided to all South African children. The package will include compulsory education from age 6 to 14, though not fully 100 per cent of all children will take advantage of it. It will permit some 75 per cent of all children to reach high school and some 60 per cent to finish it. It will afford a pupil-to-teacher and pupil-to-classroom ratio of 35:1, and finally it will generally allow for an investment of some R1,600 to R1,770 per pupil per annum.[12]

In this somewhat optimistic scenario, only the basic needs of education are addressed. The State is not funding pre-primary schooling, nor is it supporting education outside the formal education system. No allowance is made for the very serious problem of the marginalized youth. Other scenarios, which attempt to go beyond these basic needs, or to address pre-primary schooling and non-formal education, result in a considerable financial gap, meaning that the Government will not have the required funds.

The implications of this for the business sector are clear. It will have to continue its support for education—if not to increase it. In fact, there is a case to be made for the business sector to enhance its financial role in education during the transition period, in order to help the State address backlog areas or areas which otherwise will not be addressed, and which may therefore increase the risks associated with the transition. As quoted earlier, the business sector needs to play a role not in facilitating negotiations, but also in creating the socio-economic and developmental foundation, without which a negotiated solution will not be permanent. An enhanced financial role must be seen in this context.

It is interesting to note that individual employees have become keenly aware of the financial role business can play in education and are understandably very supportive of it. It has been found in recent research that many employees in fact expect their employers to make a financial contribution in the field of adult education so as to improve the relationship between them and their companies.[13] Trade unions too are becoming increasingly active on the subject of education and training. They started focusing on training issues in 1990, and are now beginning to focus on education as well.[14]

Two areas where the State is not likely to be adequately involved during the transition period due to lack of funds are preschool education and adult education. Both are critical. Preschool education offers one of the most effective modes of social intervention for a new society. It can also provide the best foundation for schooling later on. Adult education—particularly literacy—is one of the biggest problem areas in South Africa today. Its provision could greatly affect productivity at work and civic behaviour in the community. Both are prime areas where the business sector can play a significant role. Other areas where finances from the business sector could make a difference include education programmes for marginalized youth, teacher upgrading, bridging programmes, the improvement of mathematics and science instruction in the schools and career guidance. The business sector is already involved in all of these areas through its social investment programmes.

Earlier, I said that the business sector may have to enhance its financial role. I used these words deliberately, because I think what is required at this time is not merely an increase in the business sector's social investment money, but rather an efficient and clever mobilization of funds of all sorts by the education system. The business sector happens to be the most experienced sector in society as far as fund mobilization is concerned. Thus, its financial role in education could include the development of new ideas and schemes for the raising of funds in the areas mentioned above and in other areas.

We already saw that in the future the State may be able to finance only basic educational services to its schools. It may, for example, provide every child with a textbook per subject, but it may be unable to provide each school with a library or a resource centre containing materials for reference, enrichment and pedagogical support. Some communities and schools will therefore attempt to raise extra funds for such libraries and resource centres. They will not have the ability to collect all the funds necessary in one or two years, but may be able to do so in five to ten years. The banking and insurance sector could perhaps provide the necessary money at commercial, but not highly profitable, rates. Similar opportunities to help will exist with respect to individual students and their parents. Because the State is likely to provide free education only for eight or

ten years, students wishing to study further will have to progressively increase their share of the costs. Many will rely on bursaries, and many others will resort to borrowing. The business sector will play a significant financial role, not only if it allocates more resources to bursaries, but also if it allocates some funds for lending at commercial, but again not highly profitable, rates of interest.

The business sector is aware of the need to channel more funds into socio-economic development, and some elements within it are actively exploring ways of translating this awareness into significant action. A good example of this is the very recent establishment of an Investment Development Unit by the Life Offices Association. As reported in the Financial Mail on 3 July 1992, life assurers together control R170 billion of funds. They have formed the Investment Development Unit "to benefit socio-economically deprived communities while providing investors with security and long-term returns". The unit will be an independent organization. It will investigate, evaluate and recommend projects, acting as an intermediary to the individual life offices. Although no fixed percentage of the funds held by life assurers has been earmarked for development projects, the potential to make a contribution to socio-economic development is very high, because even an allocation of only 1 per cent will direct R1.7 billion to such projects.[15] Some of this money can go into education.

B. What role in financing training?

In South Africa, a concept of "Training Partnership" has evolved in recent years, according to which the private sector and the State, including a variety of education and training bodies, should together formulate and implement a national training strategy. The responsibility of each of the partners for training crystallized gradually over the years in three major reports on various aspects of training. These reports were commissioned by the National Training Board and compiled by the Human Sciences Research Council. Many representatives of organized business and of large business firms participated in the compilation of the reports, thus indicating that the business sector supported the concept.[16]

According to the Training Partnership, the various responsibilities for training, including the particular responsibility to finance it, are very clear. Basically, the responsibility of the State is to create a legal framework and to provide economic incentives, which will encourage the private sector to train people. The responsibility of the private sector, on the other hand, is to finance and deliver training. The legal framework refers to a set of institutions established by law which together provide a structure for the formulation of national policy, the establishment of training centres and the accreditation of bodies representing various industries. These accredited bodies are in turn legally empowered to collect a training levy from the industries they represent; to promote, coordinate and certify training activities within these industries; and to deliver training themselves. The institutions include the National Training Board, the Industry Training Boards, and the Regional Training Centres. All have already been established in terms of the Manpower Training Act, 1981, and the Manpower Training Amendment Act, 1990.[17]

According to the National Training Strategy proposed by the Training Partnership, incentives for training should be provided by the state in order to encourage the business sector to make a significant investment in training. The strategy refers to cash grants to be given to accredited training boards, to tax concessions on donations to training, and to direct financing of training for the unemployed. Interestingly, it refers to the fact that the business sector already makes a considerable financial contribution to formal education, and says that the State should reciprocate by making a contribution to training.[18] At the moment, the only financial contribution made by the State to training which had been introduced during the 1970s, was discontinued in 1990, and the cash grants recommended instead have not as yet been introduced. Thus, the private sector is the major financier of training in South Africa, and as we saw earlier, close to half of the private sector's contribution to training came from the business sector.

It is clear that the business sector will have to continue to play a significant role in financing training during the transition period and beyond. In fact, the overall financial contribution of the business sector to training may have to grow very significantly during the transition period because of the cumulative backlog in the provision of medium- and high-level manpower. According to one set of projections, South Africa will experience a shortage of 200,000 workers with degrees or diplomas, 116,000 managers, 7,000 accountants, and 6,000 engineers by the year 2000.[19] In addition to this, it will be necessary to train hundreds of thousands of unskilled and semi-skilled employees in order to raise productivity and improve our position in the international market.

The need to play a larger financial and operational role in training is not new to the business sector. According to research conducted by the HSRC/NTB, the business sector in South Africa is allocating only 2 per cent of its annual expenditure to the training of its employees, while allocations in other countries have averaged 5 per cent.[20] Some of the large corporations in South Africa have done more than their fair share in this regard, but others have done less, and many are not training at all. This inequity was one of the reasons why the South African Government granted organized industry the right to levy taxes on payroll through industry training boards and to use the money for training. The HSRC/NTB research indicated that by 1991, there were 28 accredited training boards, and that 15 more were under consideration.[21] It is believed that the creation of more industry training boards can go a long way towards achieving a bigger role for the business sector in training.

VI. Cluster IV: Actual delivery of education and training

Probably the highest level of involvement of the business sector in education and training occurs when it conducts training on the job or in its own training facilities, and when it provides adult education to its employees over and above the job-specific or industry-specific training. The delivery of specific training by the business sector was discussed in conjunction with the role of financing in the previous section. Thus, the particular roles to be discussed here are the delivery of adult education at the workplace, and the provision of private markets for education.

A. Delivering adult education at the workplace

The needs in the field of adult education—ranging from the eradication of illiteracy to the provision of school level general instruction—are enormous. As we saw earlier, there is very little hope that the State will be in a position to address these needs in any significant measure. Therefore, the provision of adult education by business firms to their own employees, using their own facilities and finances, could be their most direct and critical contribution to education. Millions of adults could be reached this way, if the business sector were to play this role. Many firms are already providing some adult education to their employees and to others, but the total contribution in this area is still very small. According to the BMI research, the business sector contributed R550 million to pure educational activities in 1990. Of this amount, only R35 million was devoted to adult education.[22]

Possibly, what may be required in order to increase significantly the contribution of the business sector to the education of workers is a change of paradigms. The education of workers must not be regarded as an activity benefiting the workers only; rather, it must be seen as producing benefits both to the workers and to employers. The benefits to employers include an increased level of productivity and trainability. Bobby Godsell, Anglo American's Director of Industrial Relations and Public Affairs, expressed this idea very effectively in his paper on education which was mentioned earlier. He said that "employer offered programmes in this area (referring to adult literacy and numeracy) should move from the social responsibility category to a training and development category", and that "worker achievements in this area should be recognized in tangible ways through both promotion and pay increases".[23]

This view may appear to be idealistic at first sight. However, it is becoming more and more realistic when one listens carefully to the representatives of worker organizations. For example, in a recent national symposium, it was stated by the coordinator of COSATU's Human Resources Committee that education and training should continue through a worker's life, in order to enable the worker to keep pace with technological changes and develop his or her abilities. It was then added that the provision of basic general education by employers is a necessary requirement for training as well as an obligation of the employers, and that a nationwide adult basic education programme will be negotiated with employers and with the State.[24] I wonder if the business sector as a whole is ready to recognize basic adult education as training and development rather than as social responsibility, or as an obligation rather than a matter of choice. However, even if the business sector disagrees with this interpretation, it is clear from statements made by PRISEC and others, that they recognize a need to do a lot more in this area.[25]

B. Providing private markets for education

Finally, the ultimate level of involvement of the business sector in education and training is to conduct education and training as a business, i.e. to provide private schooling. Already there is a significant private sector education market in South Africa, and within it a large number of schools offering instruction for profit. To take but one example, the distance education industry in South Africa comprises 53 registered colleges which this year employ more than 2,000 people and serve 200,000 students. The colleges collaborate very closely with 32 professional institutes and associations which give them academic and professional accreditation. One hundred different courses are offered by the colleges. Most of these are vocational, job-related courses, while some are general academic courses. Most of the students pay fully for the training and a substantial number receive support from their employers.[26]

This example does not imply that education and training in South Africa should be fully or largely privatized. However, it does imply that private schooling could be one instrument in a mix of instruments which aim at addressing South Africa's education and training needs. Thus, I am offering this for consideration as an example of another significant role the business sector can play in education and training. The business sector itself certainly supports this notion. Businessmen say that private schooling can increase the choices people have and thus fill a gap in the market. Some add that private schools can provide competition to the State, and that competition will enhance the standards of instruction delivered both in private and in public schooling. In addition, they state that private schools are more open to innovation and experimentation and that advances in education can be introduced into the public schools more easily if they have been tried out and proven successful in the private schools first.

Outside the business sector, opinions vary. Some suggest that if private schools work within what is going to emerge as a national policy in the new South Africa, and if they do not require direct financial support from the State, then there should not be any objection to them. Their existence could even be of benefit to the State because they will lighten its burden of support for education. Others oppose private schooling on the grounds that it may enhance élitism and may sup-

port the divisions in our society, at a time when doing away with such divisions is one of the most critical issues on our agenda.

The issues surrounding the role of the business sector in providing a private market for education are more complex than suggested in the discussion above. However, it was not the intention to deal with them here. My impression from informal discussions with a large number of educationists, administrators, businessmen and political activists, is that, in principle, a role of this nature could be acceptable to many South Africans. However, the business sector will have to pay more attention to this role so that it adds value to the total mix of roles.

VII. Conclusion

There are different ways in which the business sector can get involved in education and training in South Africa during the transition period. In this paper I have classified involvement into four clusters and seven different types. Each of these types of involvement can be played in many ways, creating quite a large number of possible roles for the business sector. The various roles are not mutually exclusive. On the contrary, the business sector can play many of them simultaneously. Moreover, it is not always necessary to play these roles at macro level. Many can be played with great effect at school level. There are some 26,000 public or ordinary schools in South Africa today, while the number of large and medium-size business corporations is at least twice as large. Imagine the effect on education if each school were to be adopted by one business firm and if each business firm were to help one school with information, advice, facilitation, finances and some direct help! This option must not be forgotten when we start discussing the various roles. There are certainly more options to be raised, and each of the options calls for a lot more discussion. I hope, however, that I managed to provide the necessary framework for our deliberations on this issue, and that I identified some of the most pertinent options available. It is now up to this forum, the Follow-up Conference on International Educational Assistance to Disadvantaged South Africans, to discuss further the role of the business sector in education and training and to see what consensus can be achieved.

Notes

[1] The address was entitled "Promoting the Private Sector in Developing Countries: A Multilateral Approach" and is quoted in Gabriel Roth, "The Private Provision of Public Services in Developing Countries" (New York, Oxford University Press, 1987), p. xiii.

[2] Undated document distributed by PRISEC.

[3] The arguments which relate to equity and equality of educational opportunity are as important as the argument relating to benefits in justifying State responsibility for education. However, it is not necessary to expand on them here since the distinction between education and training does not depend on them. For a general discussion of the arguments for public subsidy to education, see: G. Psacharopoulos and M. Woodhall, Education for Development: An analysis of Investment Choices (Washington, D.C., The World Bank and Oxford University Press, 1985), pp. 137-140.

[4] De Beers Group of Companies, Education Enrichment Plan, Executive Proposals, 1991, p. 1. Similar arguments were made on numerous occasions in recent years by people representing the business sector. See D. Gaynor, "The Relevance of Education to the Private Sector Now and in the Future", Paper delivered at a conference on "The Impact of Education in a Changing SA" (Johannesburg, 3 April 1992); T. van den Bergh, "Private Sector Role and Function in Education and Training", paper delivered at the Conference on Education and Training for a Changing South Africa: The Challenges Facing the Public and Private Sector (Durban, 23-24 April 1992); and T. De Beer, "A Private Sector View on Priorities for Schooling in the Nineties", address delivered on 27 September 1990 at the University of Orange Free State, Bloemfontein.

[5] See "Education and Training in the New South Africa: The Needs and Responsibilities of Business," in R. McGregor and A. McGregor, eds., McGregor's Education Alternatives, (Cape Town, Juta and Co., 1992), p. 142.

[6] PRISEC Strategic Plan for 1992, p. 4.

[7] This statement was made by the Chairman of PRISEC, T. van den Bergh, in a paper on "Manpower Development Needs of the New South Africa: A Business Point of View", delivered at a National Symposium on Manpower Development for the New South Africa (Pretoria, National Training Board, October 1991).

[8] Michael Ashley, "Education Futures Project, Possible Futures of South African Education". (Undated.)

[9] CBM, "Role of Business in Transition". Terms of reference and background documentation for the Johannesburg Information and Discussion Session (Johannesburg, June 1992), p. 7.

[10] PRISEC, Position Paper No. 1. "Towards Reconstruction of Education and a Single Ministry of Education", August 1990, p. 2.

[11] BMI, "The Role of Business in Education and Training in South Africa in the 90's". An Analysis of Non-Formal Education, a Private Report, p. 57. Permission to quote this table and other data was obtained.

[12] Edusource, ERM4, June 1992. The model makes many more assumptions which are not stated here.

[13] BMI, "The Role of Business in Education and Training in South Africa in the 90's", p. 147.

[14] See the many references to education in COSATU's Discussion Paper on Human Resource Development, for the Commonwealth Expert Group Meeting, April 1991.

[15] "Life Assurance, Opening the Coffers", Financial Mail (Johannesburg), 3 July 1992, pp. 30-31.

[16] These were "The HSRC/NTB Investigation into The Training Of Artisans" (1989), and "The NTB/HSRC Investigation into a National Training Strategy for the RSA" (1991), all published in Pretoria by the HSRC.

[17] For details, see J.D. Fourie, Director General of the Department of Manpower, in: "The Role of the State in the Development of Manpower for the New South Africa", (not numbered).

[18] "The HSRC/NTB Investigation into a National Training Strategy for the RSA" (Pretoria, HSRC, 1991), pp. 260-262.

[19] Commonwealth Expert Group, "Beyond Apartheid, Human Resources for A New South Africa" (London, The Commonwealth Secretariat, 1991), pp. 16-17.

[20] HSRC, "The NTB/HSRC Investigation into a National Training Strategy in the RSA", p. 197.

[21] Ibid., pp. 97-105.

[22] Ibid., p. 114.

[23] McGregor, eds., op.cit., pp. 138-139.

[24] Adrienne Bird, "Negotiation for Change: the COSATU View of Changes Needed in the Provision of Adult Education and Training in South Africa", National Symposium on Manpower Development for a New South Africa (Pretoria, National Training Board, October 1991).

[25] See van den Bergh, "Manpower Development Needs of the New South Africa..."; and Fourie, op. cit.

[26] Association of Distance Education Colleges of South Africa, "Private Sector Distance Education in South Africa, An Industry Profile" (Johannesburg, ADEC, 1992).

VIII. Role of transnational corporations in employment and education of Black South Africans*

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Role of transnational corporations in employment and education of Black South Africans 65

* This background paper contains excerpts from the reports of the Secretary-General on the "Role of transnational corporations in South Africa" (E/C.10/1992/6 and E/C.10/1991/10) with the introductory remarks submitted by the Transnational Corporations and Management Division of the United Nations Department of Social and Economic Development for the purpose of the Follow-up Conference on International Educational Assistance to Disadvantaged South Africans.

Introductory remarks

At present in South Africa, a serious imbalance exists between education and training and the demands of the labour market inherent in the system of apartheid. There is a chronic shortage of skilled and semi-skilled workers. The Government's National Manpower Commission estimates the current shortage of managerial, professional and technical workers at over 250,000. South Africa has 23,000 artisans in training when it should have 100,000. Moreover, the majority of Black South African employees are still in posts at the lower end of the scale.

Although Black participation in all economic spheres has increased in recent years in terms of income share and consumer expenditure, as well as in the area of collective bargaining, this participation has not occurred in the entrepreneurial sector owing to lack of resources and training capacity and existing restrictions. In addition, in the 1980s, employment in agriculture, mining and manufacturing did not grow at all. While there was an average increase of 230,000 new jobseekers on the market, only 80,000 new jobs had been created per year.[1] Current unemployment among Black South Africans is estimated to well exceed 20 per cent under the most conservative estimates, with almost half of those unemployed being under 24. Underemployment is twice as high.

In order to reduce unemployment and absorb new entrants into the labour market, the economy needs to grow by 5 per cent annually. Over recent years, the informal sector of the South African economy has emerged as the single largest generator of employment and is believed to account for 20 per cent to 40 per cent of gross domestic products. Of the 350,000 people entering the job market every year, the proportion absorbed in the informal sector may be as high as 150,000, or 42 per cent, while about 100,000 enter the formal small-business sector.

Role of transnational corporations in employment and education of Black South Africans

Given the wide socio-economic inequalities existing in South Africa, the question arises as to what transnational corporations might be reasonably expected to contribute towards their long-term resolution. Clearly there is a substantial contribution to be made in employment and training. The first requirement for the new South Africa is high rates of employment growth, leading to a much larger work force and a wider spread of disposable income. In the medium term, transnational corporations could make no greater contribution to the future welfare of all South Africans than by investing in new productive capacity with a high employment quotient and paying fair wages that raise standards of living.

Greater investment, leading to high rates of growth, would increase welfare generally and generate higher tax revenues that would better enable the Government to grapple with social problems. If a virtuous circle of investment leading to growth, to high demand and to further investment can be established, then it is reasonable to assume that many transnational corporations will be eager to participate.

In an effort to identify and coordinate strategies to strengthen and expand the human resource capacity of Black South Africans, public and private institutions within and outside South Africa, multilateral organizations and political leaders have highlighted education and training as a prime target.

Although South Africa faces many of the human resource development problems of developing countries, its case is unique. Human resource development, which is instrumental in socio-economic development, is crucial in South Africa not only for its role in long-term structural transformation and the elimination of racial imbalances, but also for its involvement in short-term political stability. Therefore, the goals of human resource development in South Africa are both more insistent and more urgent than elsewhere.[2]

In 1991 various expert groups prepared comprehensive studies on the educational and training needs of a post-apartheid South Africa. In identifying suitable assistance programmes, a distinction was made between (*a*) long-term education and training needs for easing the constraints that the old apartheid structures continued to impose on a future democratic political system as well as on socio-economic development, and (*b*) short-term action required in a transition period. It is not easy to draw a line between programmes in the transition period and those that will have to be developed in the post-apartheid era. Nevertheless, a distinction is necessary, because it is not possible to engage immediately and simultaneously in massive education and training programmes in all fields.[3]

The mobilization of the international community, of public funding sources and especially of private sector support to secure the resources necessary to meet educational requirements is deemed necessary.[4]

There is considerable agreement among the National Manpower Commission, the Congress of South African Trade Unions, the African National Congress of South Africa and the corporate sector that the future development of the economy will crucially depend on training policies that increase the number of skilled industrial workers and eliminate present skill shortages. In order to facilitate manufacturing growth, there is a need for technical and apprenticeship training, especially at the middle-technician level. Existing training structures are totally insufficient to handle training needs.

There is also a consensus that large-scale resources need to be invested and coordinated in education and training, accompanied by a process of equalization of the opportunities for Black South Africans.[5]

Mapped out as immediate priorities in the transition period are training activities for Black people that are strategically relevant to social transformation, namely occupational and managerial positions which will play a crucial role in transforming and replacing the existing central and local government structures. Management development can facilitate Black participation in politics as well as the economy. Today, however, according to various estimates, less than 5 per cent of all South African managers employed by White-owned companies are Asian, coloured and African.

Other priority areas identified for support during the transition period that would strengthen the human resource capacities within the Black community are teacher training, capacity-building in general development strategies and options, social and economic reconstruction, training in vocational and technical skills, public and private business management and support to small- and medium-scale enterprise promotion and development.

The former Secretary-General has observed that the problems facing the majority of South Africans are so vast that they require a comprehensive national programme of redress (see document A/45/1052, para. 10). In the field of education alone, the South African Institute of Race Relations has calculated that 40 per cent of the State budget would be consumed if the level of Black education were raised to that available to Whites.[6]

Given the reality of limited resources, most South Africans believe that in the post-apartheid era the State and the educational infrastructure should highlight primary education, technical training and literacy. However, while emphasis has to be put on primary education in the long run, high-level skills development at the tertiary level to foster the economy is crucial in the short run.[7] Community leaders, trade unions and the business community strongly argue for technical education and skills as a prime focus. In 1990, 90 per cent of skilled positions were held by Whites and only 4 per cent by coloureds and Black South Africans.[8]

While the main responsibility for the education and advancement of the Black population will remain with the Government, additional expenditure on upgrading of technology and training for new skills will have to be supported by the private sector.[9] In this context, a number of occupations that face persistent labour shortages such as engineering, information technology, key scientific professions, management and accountancy are highlighted.

The corporate sector in South Africa has played a significant role in the provision of education and training in that country. Corporate sector support has been instrumental in teacher training and upgrading, adult basic education and continuing education programmes.[10] Many transnationals operate in-service training, private training centres and schemes run by employer associations. Corporate initiative in in-service training attempts to redress the unequal distribution of jobs between Black and White employees in skilled work and supervisory/management positions.

A growth in corporate programmes for "Black advancement" seems to confirm the tendency by corporations to see training as an integral part of their business rather than as an extension of social responsibility. The private sector has an interest in the reconstruction of education and training, and a number of corporations are contributing substantial funds to related programmes. Experience with the European Community Code of Conduct for Companies with Subsidiaries, Branches or Representation in South Africa and the Statement of Principles (formerly the Sullivan Principles) provides an important precedent for the development of new voluntary measures to encourage companies to accelerate the pace of change in the field of education and training.[11]

The relatively small number of Black South Africans employed in transnational corporations currently operating in South Africa, indicates that on-the-job training opportunities are limited. At present, training activities of the approximately 600 transnational corporations currently operating in South Africa reach only a small fraction of the total workforce, amounting to less than 200,000 workers. The on-the-job skills and management training programmes carried out by transnational corporations are mostly of a voluntary nature and are designed to meet the demands of each company's specific operations. Corporations, however, have the insight and financial capacity to shape and support job-related training. Transnational corporations can provide crucial linkages between occupational skill requirements and the training offered in formal institutions. Aside from establishing training institutions, transnational corporations can play a significant role in coordinating school- and enterprise-level training to provide Black trainees with a general knowledge of science and technology, as well as an applied understanding of industry. Long-term training programmes for particular occupational groups linked with work experience attachments in the private sector can be provided through bursaries targeted at key professions within the private sector or through internships and apprenticeships within a particular corporation.

Transnational corporations are expected to continue their financial support for specialized intensive training courses, especially for leadership skills, and to encourage training of employees that emphasizes problem-solving, a willingness to learn and financial support to workers interested in training and advancement.

To redress past discrimination against Black employees and to ensure an adequate number of the skilled personnel required in the South African economy, the current system of vocational training, at both the national and corporate levels, will require financial and technical assistance from transnational corporations. The organization, content and distribution of vocational and skills training is permeated by racial inequalities closely

correlated with social class differences. There is a large imbalance in both the relative and absolute numbers of Whites and Blacks receiving skills training, and there are great disparities in the capacities of the institutions for the different racial groups. Training institutions for Blacks are generally ill equipped, and their courses offer a narrow spectrum of subjects. In an effort to overcome the shortage of training facilities, corporations have become active in establishing or contributing to technical training facilities for Black people.

Transnational corporations are also in a unique position to assist and reform the educational system. Aside from providing financial support that is needed for preschool and primary education, transnational corporations have highly qualified staff who can lend guidance in career counselling, particularly in Black primary and secondary schools.

Besides improvement of Black education and training, policy makers also advocate formal job creation strategies. The development of small-, medium- and large-scale Black enterprises will offer an important channel for possible job creation and economic growth. The removal of legal restrictions on commercial enterprises owned by Black people has seen the emergence of a small but growing Black entrepreneurial class. In an attempt to support this development, some transnational corporations have encouraged the purchase of products and services from Black businesses. Subcontracting arrangements offer a unique opportunity for large companies to transfer skills in quality improvement, technical upgrading and management to Black suppliers. So far, however, the National African Federated Chamber of Commerce (NAFCOC) estimates that the formal Black business sector contributes only about 1 per cent to the South African gross domestic product.[12] Moreover, according to the Small Business Development Corporation of South Africa, more than 200,000 requests for assistance to entrepreneurial companies and existing non-White small businesses go unmet every year for lack of resources and training capacity.

A major element of corporate community programmes instituted by large corporations has been support to indigenous Black businesses. Transnational corporations have been large contributors to support programmes for the development of Black enterprises in South Africa. There have already been some successful efforts by the Get Ahead Foundation, the Small Business Development Corporation of South Africa, the Canadian Association for Black Businesses and the Canadian Export Association in bringing together Black South African businessman and executives of larger companies and helping to open doors for South African Black entrepreneurs. Aside from providing individual assistance in overcoming the problems of unavailability of capital for small African businesses and lack of business expertise, various corporations have successfully entered into subcontracting and licensing agreements with Black enterprises in sectors related to the automotive industry. Spokespersons for the Black business community are promoting greater Black participation in large corporations on a partnership and joint venture basis.[13]

A well-designed, internationally supported programme, aimed at mobilizing the entrepreneurial spirit in South Africa and assisting Black South Africans to set up their own enterprises and develop their managerial talents, could implement:

(*a*) Public/private sector institutional infrastructure bringing together local and international co-sponsors, universities, training institutes, bankers, local businesses and transnational corporations' executives to oversee the programme;

(*b*) An outreach campaign aimed at mobilizing the entrepreneurial talent in South Africa and identifying the most promising Black entrepreneurs;

(*c*) Training workshops to strengthen entrepreneurial and managerial talents and to build the skills needed to develop a business plan and operate a small or medium-scale business;

(*d*) Training of Black South African trainers to develop the national capacity in entrepreneurship and management training;

(*e*) A self-financing support centre to provide follow-up assistance to the new ventures, initiate contacts with the local business community and transnational corporations, and secure technical and financial help;

(*f*) A management training component, involving workshops and on-the-job training by transnational corporations both in South Africa and in their home countries;

(*g*) Formation of entrepreneurs' associations to exchange and disseminate information and to stimulate joint ventures among South African entrepreneurs and cross-border ventures with other African entrepreneurs and transnational corporations.

Although such a programme would not meet all training needs in South Africa, it could achieve measurable results over time. Efforts could be intensified at the same time as the national training capacity is being developed. South Africans could become trainers in entrepreneurship and management training, and self-sustaining infrastructure could be in place to carry on the programme and extend it to all regions of the country. In addition, it could play a catalytic role by mobilizing local resources and enabling local training organizations to improve and expand their own activities in entrepreneurship and management development at the appropriate time.

Notes

[1] The New Republic, 20 and 27 August 1990.

[2] "Beyond apartheid: human resources in a new South Africa", report of a Commonwealth Expert Group prepared for the Heads of Government Meeting at Harare, 1991, p. 8.

[3] Ibid., p. 49.

[4] "Report of the International Conference on the Educational Needs of the Victims of Apartheid in South Africa, held at UNESCO House, Paris, from 25 to 27 June 1991" (A/AC.115/L.678), p. 19.

[5] "Beyond apartheid: human resources in a new South Africa", p. 72.

[6] The New York Times, 7 January 1992.

[7] William F. Moses and Meg Voorhees, Corporate Responsibility in a Changing South Africa (Washington, D.C., IRRC, October 1991), p. 39.

[8] South African Institute of Race Relations, Race Relations Survey, 1989/90 (Johannesburg), p. 657.

[9] "Beyond apartheid: human resources in a new South Africa", p. 18.

[10] Ibid., p. 39.

[11] Ibid., p. 82.

[12] Race Relations Survey, 1989/90, p. 608.

[13] Financial Mail, October 1991, p. 50.